DOCUMENT RESUME

ED 173 710 CG 013 616

AUTHOR Bedal, Carl L.
TITLE Guidance Services in Canadian Schools.
INSTITUTION Ontario Inst. for Studies in Education, Toronto.
SPONS AGENCY Ontario Dept. of Education, Toronto.
PUB DATE 79
NOTE 112p.; Best copy available
AVAILABLE FROM The Ontario Institute for Studies in Education, Publication Sales, 252 Bloor Street West, Toronto, Ontario M5S 1V6; The Ontario Government Bookstore, 880 Bay Street, Toronto, Ontario M7A 1L2

EDRS PRICE MF01/PC05 Plus Postage.
DESCRIPTORS Administrative Personnel; *Administrator Attitudes; *Counselor Role; Definitions; *Educational Counseling; Elementary Secondary Education; Foreign Countries; *Guidance Objectives; *Guidance Programs; *Guidance Services; Interprofessional Relationship
IDENTIFIERS *Canada

ABSTRACT

The aims, objectives, practices, and future of school guidance programs in each of the 10 Canadian provinces, the Yukon, and the Northwest Territories are explored. Department of education officials and superintendents of education most responsible for school guidance services were questioned in interviews covering six areas of concern, lasting from two to six hours. After the interview, each official completed a 25-item questionnaire. Both interview and questionnaire items concerned the aims of guidance, activities, counselor training, relationships between counselors and other school personnel, current issues, and the future of school guidance. Results indicated that: (1) counselor training was a low priority; (2) counselors were taking little initiative in providing special education, services for native and immigrant students, and job placement; (3) guidance practices vary from province to province; (4) guidance and counseling training was recommended for all teachers; (5) "guidance" and "guidance services" were preferred terms for describing the services for which the officials were responsible; and (6) strong interest in a national seminar for guidance directors was expressed. (Author/HLM)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED173710

GUIDANCE SERVICES IN CANADIAN SCHOOLS

A Comparative Study of School Guidance Services in Canada

CARL L. BEDAL, Principal Investigator

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

B. M Hilderbrand

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC) AND USERS OF THE ERIC SYSTEM."

BEST COPY AVAILABLE

This research project was funded under contract by the Ministry of Education, Ontario

GG0136616

© The Minister of Education, Ontario 1979
Queen's Park
Toronto, Ontario

Printed by The Ontario Institute for Studies in Education

MINISTRY OF EDUCATION, ONTARIO, CATALOGUING IN PUBLICATION DATA

Bedal, Carl L.
Guidance services in Canadian schools : a comparative study / Carl L. Bedal, principal investigator.

"This research project was funded under contract by the Ministry of Education, Ontario."

1. Personnel service in education - Canada. I. Ontario. Ministry of Education. II. Title.

ON01175 371.40971

Additional copies may be ordered from:

The Ontario Institute for Studies in Education
Publications Sales
252 Bloor Street West
Toronto, Ontario
M5S 1v6

or from:

The Ontario Government Bookstore
880 Bay Street
Toronto, Ontario
M7A 1L2

1 2 3 4 5 XX 38 28 18 08 97

Abstract

The purpose of this study was to provide information on the aims, objectives, practices, and future of school guidance programs in each of the ten Canadian provinces, the Yukon, and the Northwest Territories.

The principal investigator visited each of the provinces and the territories and interviewed the department of education official identified by the deputy minister of education in each province and the superintendents of education in the territories as being most responsible for school guidance services. Each interview covered six areas of concern in a total of 32 questions and the interviews ranged from two to six hours in duration.

After the interview, each department official was asked to complete and forward answers to a 25-item questionnaire. Both the interview and questionnaire items concerned the aims of guidance, guidance activities, counsellor training, relationships between counsellors and other professionals, current guidance issues, and the future of school guidance.

The opportunity to meet these officials personally enabled the principal investigator to arrange for an exchange of relevant information about guidance services between the twelve jurisdictions. Furthermore, it is expected that this study will act as an impetus to the regular up-dating of this information.

The study determined that school guidance priorities have changed considerably in the last few years. Training of counsellors for these new priorities has seemed to lag, at least in the opinion of many provincial directors.

The study identified service aspects of school guidance in which most counsellors presently are taking little initiative. These areas include: services for native and immigrant students, job placement activities, and special education.

Provincial officials responsible for guidance note the presence of unqualified guidance personnel concurrently with reports of a deterioration in the job market for qualified counsellors.

The aims and practices of guidance vary from province to province. This partially accounts for the finding that there was little consensus among the twelve contributors.

There was however unanimity on one important point. These provincial directors would recommend guidance and counselling training for all teachers.

The terms "guidance" and "guidance services" are preferred by these department officials in describing the services for which they are responsible. This is a reversal of the trend of the last decade, when the terms "counselling" and "guidance" were used almost interchangeably, with "counselling" at that time apparently gaining ascendancy.

Perhaps the most significant finding for the future of school guidance was that these provincial directors of guidance expressed a strong interest in the holding of a national seminar where they could share their ideas and their resources.

Based on these findings, several recommendations are submitted for consideration. These recommendations conclude this report.

Contents

Abstract/iii

Acknowledgments/vi

1 Background of the Study/1

2 Review of the Literature/4

3 Design and Methodology/15

4 The Personal Interviews: Responses and Comment/19

5 The Questionnaires: Responses and Comment/51

6 Summary and Recommendations/68

Bibliography/81

Appendix 1: Aims and Objectives of Secondary School Guidance Programs as Stated in Provincial Documents/84

Appendix 2: Aims and Objectives of Elementary School Guidance Programs as Stated in Provincial Documents/86

Appendix 3: Guidance Practices in Secondary Schools as Stated in Provincial Documents/87

Appendix 4: Guidance Practices in Elementary Schools as Stated in Provincial Documents/90

Appendix 5: Letter from Department of Education (Ontario) Seeking Cooperation for this Study/91

Appendix 6: Letter from Principal Investigator Seeking Cooperation for this Study and Requesting Appointment/93

Appendix 7: Interview Questions/97

Appendix 8: Questionnaire/101

Acknowledgments

I would like to thank the provincial directors of guidance and the delegates of the territorial departments of education, all of whom graciously and unstintingly gave of their valuable time to contribute to this study. They were all understanding of the project and most encouraging. They answered the questions perceptively and in depth and were kind enough to complete and forward an additional questionnaire subsequent to the interview. In addition, they have assisted immeasurably in the development of an annotated bibliography of guidance resources which, as they mutually agreed, has been made available to all participants in the study. The names and titles of these contributors to the study are listed below in recognition of their important contribution.

Mr. John Walsh
Program Superintendent
Ministry of Education
Province of British Columbia

Mr. David A. Pritchard[1]
Regional Superintendent of Schools
Department of Education
Government of the Yukon Territory

Dr. Terry Mott
Supervisor of Counselling and Guidance
Department of Education
Province of Alberta

Mr. Ron Allen[2]
Counsellor
J. B. Tyrrell High School
Fort Smith
Government of the Northwest Territories

---

1 Delegate representing the Department of Education, Government of the Yukon Territory.

2 Delegate representing the Department of Education, Government of the Northwest Territories.

Mr. Mike Homenuk
Educational Consultant (Guidance)
Department of Education
Province of Saskatchewan

Mr. Dennis Lucas
Consultant
Special Programs and Projects Branch
Department of Education
Province of Manitoba

Mr. Gérald Blake
Education Officer
Student Activities and Special Projects Branch
Ministry of Education
Province of Ontario

Dr. Guy Dion
Director of Educational Services
Ministry of Education
Province of Quebec

Mr. Richard Harvey
Director
Pupil Personnel Services (English-speaking Division)
Department of Education
Province of New Brunswick

Mr. Yvon LeBlanc
Acting Director
Pupil Personnel Services (French-speaking Division)
Department of Education
Province of New Brunswick

Ms. Kathie Swenson[3]
Consultant
Youth Education
Department of Education
Province of Nova Scotia

Sister Margaret Kelly
Pupil Personnel Co-ordinator
Department of Education
Province of Prince Edward Island

Mr. Clifford Andrews
Director
Special Services
Department of Education
Province of Newfoundland

---

3 Representing Mr. Turney Manzer, Assistant Director, Youth Education, Department of Education, Province of Nova Scotia

Additionally, I would like to thank all other individuals who assisted in any way with this project but particularly those research consultants, advisers, and colleagues who challenged and encouraged me at various stages of the project. To my two colleagues, Ben Eardley and Phil Manuel, who graciously took on many of my responsibilities during my research leave, I extend a particular thanks. I am also grateful to Pat Thomas for her assistance in the planning and production stages of this report.

I am also indebted to the Ministry of Education and the University of Toronto for having made this project possible.

1 Background of the Study

The last decade has been an uneasy time for school guidance counsellors in Canada. They seem to have been criticized both from within their occupation and from without. They have not been alone in bearing the brunt of this criticism; their working colleagues - teachers - have been similarly plagued. From outside counsellors ranks, commission reports, research findings, public statements and press releases have seemed to conspire to paint a negative picture of school guidance services in general. Within counsellor ranks there have been those who have urged changes in the role of the counsellor, leading to the assumption that some of the criticism of guidance may have been warranted. One outcome of these two pressures has been what some have described as an identity crisis for counsellors. If such is the case, then the situation poses problems not only for counsellors but also for those who have the responsibility for counsellors and the services they provide.

How can a provincial director of guidance (a term chosen for convenience) effectively defend a provincial guidance system if there is no consensus on the role of the counsellor? How can the educators of counsellors design and implement training programs for school counsellors if there is no role agreed upon for their graduates? How can counsellors explain their services to students, parents, teachers, and others if they cannot agree among themselves on what constitutes appropriate guidance tasks?

Why should school boards continue guidance programs when the aims and objectives of these services are not clearly defined? What part should the professional association for counsellors play in assuring the projection of a consistent image of guidance? It was against a background of these and other questions that this national study of guidance was conceived.

It was felt that by 1978 the situation described above had reached a stage where those responsible for school guidance - namely the provincial directors - would have assessed the situation as seen from their vantage point. It was assumed too that if significant changes in the directions guidance should take were to be implemented, much of the impetus for such changes would come from within the departments of education because funding, and hence control, rests with these government departments. It appeared self-evident that provincial directors of guidance by the very nature of their responsibility would be the persons most familiar with what indeed was "going on" in guidance, the trends in the occupation, and with what the future held for counsellors. With their many opportunities for contact with counsellors, educators of counsellors, the provincial counsellors' association, and groups interested in school guidance, they should be in an advantageous position to see a total picture of guidance. Finally, it was surmised that provincial directors of guidance would welcome the opportunity to share their experiences with, and their aspirations for, guidance with their counterparts in other provinces if a vehicle such as this study were available.

At the same time, it was suspected that because of the size of this country and the lack of on-going communication, there was every reason to believe that interesting and fruitful developments were taking place in relative isolation. Perhaps, it was postulated, an association of common interest could be established between the twelve Canadian jurisdictions which could further the development of this relatively new educational service.

It was within this general framework that this project was conceived and implemented.

2 Review of the Literature

Much has been written about Canadian school guidance, in fact, three national publications[1] are concerned regularly in bringing to their audiences information about the various facets of this comparatively recent addition to the services of the school. Research in guidance is accumulating. This research has tended to concentrate on a particular aspect of guidance, most often on counselling or the role of the counsellor. Some of these Canadian studies have been national in scope; most have been, of necessity, regional in nature. These materials, however, have been extremely useful to those who are interested in the origins, nature, and development of student guidance services.

Insofar as the literature is concerned, this present study is unique in several ways: it is national in scope; it concerns itself with the larger aspect of school guidance as a whole rather than focussing on counselling in particular; the main part of the study was conducted by means of personal interviews; and perhaps more important, those interviews were not with practitioners or with counsellor educators but rather with those responsible in each province for the implementation of guidance policy. These unique features in no way detract from other studies using different approaches which were found useful

---

1 Canadian Counsellor, published by the Canadian Guidance and Counselling Association.
L'Orientation Professionnelle, published by La Corporation professionnelle des Conseillers d'orientation du Québec.
The School Guidance Worker, published by the Guidance Centre, Faculty of Education, University of Toronto.

as background for this particular research. A review of some of the literature relevant to this study follows.

As was mentioned above, this study concerns itself with the global concept of school guidance services and how the provincial directors responsible for them envisaged these services. It therefore was felt necessary to examine:

- the aims and objectives of school guidance programs
- the guidance services offered
- the training and certification of school counsellors
- the relationships between counsellors and other helping professionals
- the viewpoints on what were thought to be controversial issues in school guidance
- the future of school guidance as envisaged by these provincial directors.

The review of the literature which follows will be organized around these six topics. A complete bibliography appears later in this paper.

Aims and Objectives of School Guidance Programs

The Canadian governmental structure guarantees under the British North America Act that each province has autonomy insofar as its educational program is concerned. As a result, the aims and objectives for school guidance vary from province to province. This has its advantages in that each jurisdiction is able to develop a program best suited to meet its needs. On the other hand some would question the degree of divergence which has resulted from this autonomy. One of the most convincing arguments for greater cooperation and coordination

of educational policy is presented in Reviews of National Policies for Education: Canada, a recent book based on an examination conducted by the Education Commission of the Organization for Economic Co-operation and Development (1976). Canada, this study concludes, has no over-all policy for education which reflects its national interests. Much the same statement could be made about school guidance.

Recent indications point to an interest in some Canada-wide guidance cooperation. One such is the current interest in computerized guidance information systems. Another came as a proposal from Bud Cullen, the Minister of Employment and Immigration at a joint meeting of the provincial ministers of education held in Victoria, British Columbia, in January 1978. Mr. Cullen said that there was " ... a need for provincial leadership and possibly inter-provincial co-ordination and standards in this field (school guidance). There is a need to enunciate a policy of exactly what counselling is, what outcomes are to be expected, and that vocational counselling is an important part of guidance, particularly if we are giving due priority to students' employment needs."

This statement on the part of the Minister not only indicates possibilities for inter-provincial cooperation in guidance, but it also challenges the aims, objectives, and practices of guidance. The implication seems to be that there are national priorities which should be implemented through school guidance services. This could become a controversial issue.

Although there are many national objectives which could be considered for implementation through the means of school guidance, the one receiving attention as this report is written is career counselling. This has come to the fore as youth unemployment in Canada has increased. Furthermore, some who have assessed the employment market for youth have come to the conclusion that present and projected economic conditions may not improve appreciatively, at least in the short term. Under such conditions, if this assessment is indeed correct, career counselling is not likely to be successful. As Perry (1977) points out, "Given the rather bleak, highly-competitive, short-term outlook for youth employment for the next few years, it is hardly surprising that in the search for scapegoats there are many expressions of disenchantment with the past performance and prospects of vocational guidance."

Moving now from the national to the provincial level, one finds that the aims and objectives for school guidance vary considerably. In Prince Edward Island (1977), for example, the rationale for school guidance services is stated in this sentence, "Guidance services ... have been established primarily to meet the social, emotional, and intellectual needs of children." In Ontario (1977), the goal of guidance at the senior high school level is "to assist students to develop into integrated, competent, and socially responsible persons by enabling them to gain greater insight into their potentialities and limitations; encouraging a positive self-image; and achieving and maintaining an appropriate level of academic and personal growth." In Saskatchewan (1975), the goals of guidance and counselling are "to encourage individuals to take the necessary risks in meeting the challenges

that life presents whether they be physical, intellectual, moral, social or emotional."

These goal statements (two official departmental statements and one provincial counselling association statement) are typical of the rationales for guidance stated elsewhere in Canada. They are comprehensive statements, general in nature, and intimately related to the goals of education. For a detailed presentation on the objectives of guidance in these and other jurisdictions, see Appendices 1 and 2.

Services Offered

As was found with the aims and objectives of guidance, the services offered vary from province to province. In Nova Scotia (1977), the major guidance practices in the secondary schools are said to include: personal counselling, educational guidance, vocational guidance, testing, consultative services to parents, curriculum development, in-service training for staff members, referral services, cumulative records, liaison with administrators, special programs, professional growth activities, community liaison, research, and developing an awareness of guidance services.

In Quebec (1978), the "Green Paper" Primary and Secondary Education in Quebec proposes these student services in the secondary schools: Helping pupils with their academic and vocational orientation by providing them with the technical aids, the information, and the moral support they need; organizing formative leisure, sporting, and cultural activities in order to provide pupils with moments of relaxation from their learning activities; offering personal services to the student, such as placement services, social and health services, and

pastoral services; organizing of noon-hour activities and the introduction of daily study periods; and the participation of parents in educational planning and evaluation days.

The Province of Alberta (not dated) identifies these major guidance practices in the secondary school: student counselling, parent counselling and consulting, school staff consulting, and the coordination of resources to help students.

Guidance functions for New Brunswick (in press) secondary schools are categorized as being of either a primary or a secondary nature. The primary services are considered mandatory; the secondary services, while important, are not concerned with the direct needs of students. Primary services identified are: counselling, information giving, consultation, placement, and testing. Secondary practices are: Referral and liaison, in-service education of staff, community and school relations, research, and evaluation. For a comprehensive list of guidance practices in several provinces, consult Appendices 3 and 4.

Having listed some of the services expected on the part of departments of education, one might reasonably ask whether these services are indeed supplied by counsellors. There is no way of answering this question. However, one researcher, Brown (1974) found that Canadian counsellors did not engage frequently in research activities. This is an interesting finding when compared with the provincial expectations above, two of which include research. In similar vein, Brown also found that testing was not done by many counsellors yet two provinces mentioned above identify it as a guidance activity. Admittedly it is difficult to draw conclusions on this limited data, but these apparent discrepancies lead one to think about the implications for the training of school counsellors.

Training and Certification

The quality of any province's guidance program must rest to a large degree on the kind of training the province requires of its counsellors. Before, during, and after training, there must be selection if one is to ensure quality guidance services. This study, therefore, could not overlook this important element.

Counsellor education programs are established in most of the Canadian provinces. Their development has been rapid. Guttman (1973) found that there is not complete agreement among the training programs about the primary role function of the counsellor, nor is there agreement among the universities concerned as to what the primary focus in counselling programs should be. She also found that in 1973 provincial certification for secondary school counsellors was not always required, but that teaching certification and experience were, except in the province of Quebec.

It is relevant to this report to examine some of the recommendations made regarding counsellor training in Canada. Fraser, Byrne, and Shaver (1971), in emphasizing the necessity for preventive efforts on the part of counsellors, came to the conclusion that the greatest impact could be made through counsellor participation in teacher education programs. In this way, they claimed, counsellor training could assist teachers to be more empathic. Guttman (1973) would have training concentrate specifically on counselling, and writes, "The profession should place its training emphasis on preparing counsellors who are adept in dealing with the variety of the mental health and human relation needs of the community and the school."

Whether one subscribes to the preventive or remediative philosophy of school guidance, in the final analysis, training

has to be related to the needs of students. Departments of education, as well as counsellor educators should be in a position to identify and set priorities on these needs. To ensure the best training, the two philosophies should show a high degree of correspondence. If not, then perceived needs will not be met and this could lead to government intervention in training.

The Relationship between Counsellors and Other Helping Professionals

Relationships with other helping professionals are important because they help define the boundaries within which the school counsellor operates. Relationships, too, come under scrutiny when budgets are examined. They are also important to the counsellor in terms of the working environment. If these relationships are easy and amicable, then the service provided to students should be of better quality and more comprehensive in nature.

The counsellor's relationship with teaching colleagues is a vital one, because the counsellor does not work in isolation, but rather is part of a school team. However, some have claimed that when counsellors were appointed, teachers tended to withdraw from providing guidance services in order to avoid interfering with the counsellor (Dumont, 1976). How widespread this tendency is, is difficult to estimate.

As alluded to above, counsellors are not the only ones able to provide guidance services. Hassard (1977) points out that counsellors have no monopoly on such services. School principals, he finds, are prepared to explore the use of teachers, specialists, parents, and others in providing pupil services. There is every likelihood, then, that counsellors will be working closely with other professionals.

In the financial area, the Royal Commission on Education in Nova Scotia (1974) raised an issue concerning relationships. This Commission identified the clergy, the medical and health professions, social workers, teachers, personnel officers, lawyers, and public and private organizations, as all offering guidance services. The report of this Commission questions whether there is adequate coordination between these helping professionals. This is a reasonable question, especially when public budgets are under severe scrutiny.

The quality of relationships and the extent of them play important roles in the success and even the continuance of school guidance programs.

Viewpoints on Certain Guidance Issues

Like most professions, particularly new ones, school guidance contains a lot of unresolved issues. From time to time these issues have received attention and sometimes even prominence. They have centred around such things as: confidentiality, ethics, counsellor role, teacher certification as a requirement for school guidance work, and questions of terminology used within the occupation. It was difficult to select for this study, those issues which might be most usefully explored in 1978.

The question of the relationship between counsellors and the school's special education programs is one issue that would seem to be timely. Baker (1976) sees no reason why school counsellors should not be working with exceptional students.

Kasahara and Larson (1976) raise the issue of terminology in the occupation. They suggest the abolition of the term "guidance." This seemed an interesting idea to follow up, since several counsellors' associations and many department of education documents still use the term "guidance." Furthermore,

Parmenter (1967) in commenting on the confusion which exists between the terms "guidance" and "counselling" points out that counselling is only one of the important services provided through the school guidance program. It should be mentioned that this confusion of terms is reflected in this very report as the word "counsellor" is used to describe the practitioner of school guidance whether in reference to the whole practice or to the specific counselling function.

The responsibility for professional training and re-training falls to some degree on every counsellor. Fobert (1973) questioned how well this responsibility has been assumed when membership in the professional associations represents only a fraction of those practising counselling.

The issue of vocational guidance is becoming more prominent. In an announcement in Education Nova Scotia (1978) a national priority of counselling is identified - namely youth unemployment. The approach in that province has been to join forces with Employment and Immigration Canada to promote and augment the vocational counselling services available to youth.

The Future of School Guidance

A study of school guidance would be incomplete without some look into the future. The literature is replete with predictions. One of these predictions, made by Axford (1977) suggests that elementary school counsellors will be more and more involved in family counselling or consulting.

What offers the greatest potential for growth in school guidance work? Sankey (1974) predicted that vocational counselling may well be the greatest growth area, in fact, the survival of the profession he claims may well rest on this aspect of guidance.

Certification of counsellors has been a perennial issue, however the timing now seems to be ideal for change. That change is underway is illustrated in an article by McCordick (1977).

What do present economic trends imply for the future of the school counsellor? According to Harvey (1977) it will affect the work of the counsellor in that he or she will be challenged to use traditional counselling methods more effectively and to explore and develop new strategies.

This brief review of the literature has been offered as background to the study and to provide a perspective for the findings contained in this report.

3 Design and Methodology

After a review of the literature, some 200 questions were developed for the purpose of this study by the chief investigator and his consultants. These were pared down and divided into two groups of questions, one a set of 32 open-ended questions best suited to the personal interview situation, and the other a set of 25 questions of a factual nature which it was felt could best be left with the interviewee and later mailed to the chief investigator. The two sets of questions appear in Appendices 7 and 8.

During the month of January 1978, these questions were developed and refined. Late in January the interview-type questions were pre-tested. Twelve persons were to be interviewed. It was confirmed that the questions were satisfactory; also that it would require at least two hours' time on the part of each interviewee. This was deemed to be all that a researcher could reasonably expect of an interviewee on a project of this nature. (In practice it was found that the time for these interviews varied from 3 to 6 hours.)

Also during the month of January, the chief investigator determined the name and address of the person most responsible for guidance in each jurisdiction. The names and titles of these provincial directors of guidance (a term used for convenience in this study) are listed in the Acknowledgements to this report.

At this point (January), a letter introducing the principal investigator and outlining the purpose of the study was sent by

the Assistant Deputy Minister of Education, Province of Ontario, to the Deputy Minister in every other province, and to the Superintendents of Education in the Yukon and the Northwest Territories. A copy of this letter appears in Appendix 5. This correspondence not only helped to ensure cooperation for the study but also acted as a means of verifying that the correct person would be interviewed.

Concurrently, the chief investigator set up and confirmed with the participants (see correspondence in Appendix 6) a cross-Canada itinerary so that he would be in each province/territory for a day. Because of travel time and the restrictions of weekends and airline schedules, the 12-stop itinerary actually took 17 days, broken down as follows: Western leg of trip, 11 days (February 5th to February 15th inclusive); Eastern leg of trip, 6 days (February 26th to March 3rd, inclusive).

The interviews were conducted (with one exception and for the convenience of the interviewee) in each director's office. In each case, the interviewer began the interview by explaining the purpose of the study, the potential values of it, and assured the interviewee that the results would be shared with him or her. Thereafter the interview commenced with the chief investigator using the questions designed for this purpose (see Appendix 7). Insofar as was practical, the interviewer recorded in as much detail as possible, the responses to the questions. Although the provincial directors were sent an outline of the nature of the questions (see Appendix 6) they did not have a copy of the actual questions in advance of the interview. The intent of this was to encourage spontaneous responses, and since each respondent was at the same disadvantage (if indeed it was a disadvantage), it was considered that the responses should be comparable. During these

sessions the interviewer avoided interjecting his comments, unless it seemed impolite to do otherwise. Upon the conclusion of each interview, a copy of the written questionnaire (see Appendix 8) was left with a self-addressed stamped envelope for completion and return to the principal investigator.

As soon as possible after each interview (that is, while still on the itinerary), the notes of each session were carefully edited to ensure their completeness, accuracy, and legibility. Upon returning to his office, the chief investigator personally transcribed these notes so that all twelve directors' responses to a question appeared in the same place. It was from these transcriptions that the responses and comments were analysed for this report.

During the month of March these interviews were in the process of being transcribed and examined. Also during this month, the completed questionnaires came in from each of the provinces and territories. The data on these forms also had to be re-organized and transcribed for easy analysis.

In order to implement one of the objectives of this study, that is, to make it as useful as possible for those interviewed, two separate materials were produced and mailed to the provincial directors. These were: (a) a complete directory of provincial directors of guidance, basically as it appears in the Acknowledgements for this report, which will enable them to communicate more readily with each other, and (b) an annotated bibliography of guidance/ counselling materials produced by the various departments of education. Each director kindly offered to forward, on request, single copies of the materials listed, to any of the other directors involved in this project.

Organization of this Report

Chapter IV which follows, contains the responses obtained from the personal interviews. To facilitate the reading of the report each question is first listed, followed by the responses and then the comments. Where a bracketed number follows a response it identifies the number of respondents who gave that (or a similar) response. The nature of some questions made it unnecessary to list the responses separately from the comments.

Chapter V contains the responses submitted for the 25 questions listed on the questionnaire. The format used in Chapter IV is also employed in the organization of this chapter.

4 The Personal Interviews: Responses and Comment

Aims and Objectives of School Guidance Programs

1. *In what document(s) are the aims and objectives (goals) of your jurisdiction's guidance programs stated?*
2. *To what degree are your current aims and objectives reflected in this document(s)?*

Responses

Of the twelve jurisdictions, two have no document outlining the aims and objectives of their guidance program; two have a document but it would be considered outdated; and the remainder, eight, have documents which are current enough to represent the present aims and objectives of the jurisdiction concerned.

Comment

There seems to have been a flurry of activity in the last couple of years in developing documents of aims and objectives for provincial guidance programs. Several are in draft or in in-press stages. This indicates the degree of change which typifies guidance programs in most Canadian jurisdictions.

In defence of those jurisdictions which do not have current statements, it is understandable that where no responsibility in guidance is assigned a department official, that there is a distinct likelihood that this kind of omission will occur. It is difficult to envisage a strengthening of guidance programs on a province-wide basis unless there is some leadership of this kind. At the same time, one must not overlook the contributions made by individual counsellors and individual school boards in jurisdictions

which have not seen fit to appoint a guidance director.

The aims and objectives of school guidance are stated in provincial documents (see Appendices 1 and 2). Of necessity, these objectives are stated in broad terms. Examination will disclose some differences from province to province. Many of the aims could be described as traditional (at least in guidance circles), however, there are some exceptions which probably reflect recent societal emphases. Three examples are listed below for the reader's consideration.

> "to help students to a better understanding of their social responsibilities."
>
> "to work together with parents to understand the adolescent's need for greater independence."
>
> "to encourage individuals to take the necessary risks in meeting the challenges that life presents..."

3. *In what respects, if any, have the aims and objectives for your jurisdiction's guidance programs changed in the last two years?*

Responses*

There is more emphasis on a career-oriented guidance program.(5)

The program is moving away from the psychotherapeutic approach. (3)

There is greater reliance on the role of the teacher.(2)

More interest is being placed in elementary school guidance.(2)

A return to a broader view of guidance as a total package is being emphasized in contrast to one-to-one counselling.(2)

There is a movement toward group activities.(1)

The aims are based more on the awareness of the need to have counsellors.(1)

Counsellors are participating more in determining these aims and objectives.(1)

---

* The bracketed numbers after responses indicate the number of respondents who gave this or a similar response.

Comment

The major change in aims and objectives concerned career guidance. The terminology used to describe this service varied from jurisdiction to jurisdiction. It seemed clear though that whatever term was used, it was being interpreted broadly enough to include: career education, career development, life planning, or life skills planning. No respondent saw career guidance as simply job planning.

In general the responses seemed to displace one-to-one counselling with its psychotherapeutic leanings with other priorities including elementary school guidance, group activities, and teacher involvement in the guidance program.

Of particular interest are the last two responses. One indicates an increasing awareness on the part of the public for the services of counsellors. The other suggests that participation of counsellors in the generation of aims and objectives is considered of prime importance.

4. *To what do you attribute this change (i.e. in aims and objectives)?*

Responses

The economic realities of school budgets have contributed to the change.(3)

The unemployment rate, particularly of youth, has had an influence.(3)

Research findings seem to indicate discrepancies in the expectations of those offering school guidance services and those who use them.(3)

There is a demand for accountability in the schools.(3)

The literature has offered recommendations for change.(2)

Societal changes, particularly in the family structure have necessitated a new approach.(2)

A greater utilitarian value has been placed on education.(1)

Challenges have been made on the "old counselling movement."(1)

Parents have demanded change.(1)

Guidance is no longer a peripheral school function.(1)

Students have been staying longer in school.(1)

The objectives and aims of guidance were not clear.(1)

The counsellor's association pushed for change.(1)

Comment

Socio-economic changes in Canada seemed to lead the reasons why recent changes were necessary in the aims and objectives of provincial guidance programs. Another important reason given by several respondents was the research findings which seemed to indicate discrepancies between the expectations of those offering school guidance services and those who use (either directly or indirectly) these services. The current demand for accountability also rated high in the reasons given by respondents for needed change in objectives.

These four leading reasons for adjustment of the objectives and aims of guidance seem to be of such importance that departments of education would have no alternative but to implement them. The two socio-economic reasons seem to be based on conditions which will continue into the foreseeable future but which hopefully are not permanent. The other two reasons could prevail for shorter periods of time, but by their nature demand response of some kind on the part of a jurisdiction's guidance program.

The difficult question, of course, at the department of education level is how, having decided that change is necessary, does one change the objectives in a whole province - and hence the program and services - when local autonomy is so highly revered? This question has ramifications too for counsellor

training programs (a point that will be dealt with later in the report).

5. *What procedures does your department use to ensure that the aims and objectives of the province's guidance programs are being met?*

Responses

No formal mechanism is available.(12)

Counsellor conferences, counsellor workshops, and in-service training sessions provide opportunities.(4)

Community input, lobbies, etc. help ensure aims are met.(3)

Supervisory officers are used for this purpose.(2)

Reviews of whole school systems are enabling procedures.(2)

Cooperative appraisals are made, specifically in guidance.(2)

Prescriptive guidelines are issued for counsellors.(1)

The consultative role in the department has some influence.(1)

The department has an influence over training programs.(1)

The examination of annual reports from the schools provides an opportunity to check some aims/objectives.(1)

If invited by the school board, the director of guidance could make recommendations to bring programs in line with aims.(1)

Comment

One can conclude from these responses that departments of education have very limited procedures for ensuring that the aims and objectives of their guidance programs are being met. At best their influence is informal and depends to a large degree on the effectiveness of department officials to communicate their objectives at counsellor conferences, workshops and through optional appraisals. It is interesting to note that some departments use community input and lobbies to move school guidance programs in line with needs. This procedure, of course, has two advantages;

it does not require department intervention, while at the same time it ensures that community needs are met.

There is some indication in the responses that more formal means of ensuring aim fulfilment are in the process of being implemented.

6. *What organizational structure within the department do you have in order to monitor the implementation of your aims and objectives?*

Responses

regional or district superintendents (4)

local autonomy; no organizational structure (3)

internal monitoring of information (largely of a statistical nature) received by the department in annual reports (2)

school inspectors (1)

through pupil personnel coordinators who are in touch with the department (1)

team evaluations of schools by the department (1)

informal monitoring during training programs for counsellors by the provincial director of guidance who is on training staff (1)

Comment

It was difficult to compare the responses to this question because of the differences in jurisdictional organization. The impression obtained was that regional or district superintendents possess more monitoring powers, however it was difficult to determine the degree to which this power was actually exercised.

It appeared from conversations with the respondents that local autonomy was considered important, with the result that the provincial director of guidance had only an informal role to play in monitoring. As a result, these directors sought every

means at their disposal to convey the aims and objectives of their departments to their counsellor-colleagues in the schools.

Guidance Services

1. *To what extent should group activities be used to provide guidance services? Is this being reflected in practice?*

Responses

definitely in favour of group activities (8)
in favour of group activities but with certain qualifications (3)
not particularly in favour of groups (1)

In practice, counsellors are doing some group work now.(6)
In practice, little if any group work done.(6)

Comment

The majority of respondents favoured group activities in providing guidance services. Several respondents felt that limited financial resources dictated this approach. Others emphasized that the group is an ideal way to meet the developmental needs of students. It was apparent from some of the interviews that not all counsellors subscribed to the concept of group activities. However, as several respondents pointed out, most counsellors have had little training in group activities and in group dynamics.

Two respondents indicated that they had reservations about the use of groups. One mentioned that native students tend to prefer one-to-one activities in contrast to groups. The other comment had to do with the age of students and the nature of the content. In this case it was felt that group activities were more useful with elementary and junior high school students and more useful in educational/vocational guidance activities than in the personal/social area.

One respondent felt that there is a tendency inherent in the group approach to over-guide students, and while he did not preclude group activities, he preferred the one-to-one approach.

The most consistent theme brought up in response to this question was the lack of training available for counsellors in group procedures. It is therefore understandable why counsellors have not moved more quickly into this area as recommended by the majority of their directors of guidance.

2. *What provisions are made in your province's guidance programs for helping native and immigrant students?*

Responses

The responses were so varied that it was impossible to tabulate the results.

Comment

There are no specific provisions within any jurisdictional guidance program for either native or immigrant students. Because the needs are localized or regionalized, boards of education have taken on some responsibilities in these two areas, but generally speaking, school counsellors have not played leading roles in either the establishment or operation of such programs (e.g.summer training program at Laurentian University Sudbury, Ontario 1978).

There have been native counsellor, social counsellor, and counsellor aide training programs in several provinces. Cross-cultural coordinators in the Yukon provide counselling assistance in the schools, and in British Columbia special approvals funds are available for the counselling of native students. In many

parts of Canada, native students are part of the regular student body and as such receive the same services as other youth.

Immigrant students with their special needs represent a responsibility for some provincial education systems, but not all. Where there is responsibility it is met with English as a second language programs and programs designed especially for children of a specific minority group. The latter is characteristic of only larger centres in Canada. Again, school counsellors seem to play a minor part in these activities.

3. *To what extent are guidance counsellors attempting to offer too many services?*

Responses

To a large extent, counsellors are trying to offer too many services.(5)

It is not true that counsellors are trying to offer too many services.(4)

To a limited degree, counsellors are trying to offer too many services.(3)

Comment

This question produced a division of opinion, with the majority concurring to some degree with the statement that counsellors attempt to provide too many services. Some blamed counsellors for not setting priorities for their responsibilities. Others felt that counsellors were the victims of local or school expectations. Humanitarian motives were identified by one respondent as the driving force.

Those who disagreed with the statement in the question thought that accountability was forcing counsellors to

concentrate on priorities. In essence these respondents were saying that when counsellors know exactly what job is expected of them, they will not find themselves in the situation of taking on too much.

Stated guidance services or practices are contained in provincial documents. Listings of services from several of these current documents appear in Appendices 3 and 4. In the secondary school list of guidance services, the only common element appeared to be counselling. Consultation services, testing, research, community liaison, and vocational guidance were mentioned in several, but not all of these provincial documents. Information services, curriculum development, and parental counselling were each mentioned once. It appears, therefore, that although there are common elements in provincial guidance services, these vary even more than the stated aims or objectives.

4. *What part does the department play in the selection, generation, and distribution of guidance information for students?*

Responses

a limited role (6)

a large role (5)

a nil role (1)

Comment

Those departments of education playing a limited role in the guidance information area do so generally by mailing booklets and/or pamphlets generated by outside organizations (e.g. provincial nursing association information) or more frequently

material produced by Employment and Immigration Canada. It is understood that the materials are usually supplied free of charge and the department in each case absorbs the cost of mailing. This system in no way prohibits the individual counsellor who has a budget from purchasing his own resources.

Those departments which play a large role in providing guidance information for their schools are involved in all aspects of information collection, organization, publishing, distribution, and evaluation. Those jurisdictions which have developed these comprehensive information systems gave the impression that they found it necessary to do this in order to get the kind of guidance information they wanted and to ensure that it was received by their schools. One respondent questioned whether in times of financial restraint, educational systems could afford this kind of luxury, where in effect "Everyone is creating the wheel," in the information area.

Other means of getting guidance information to students included loan arrangements operated by the department of education's central office and continuing education or advanced education departments which are interested and financially able to prepare and distribute materials.

5. *What interest has your department in computerized information services as an aid to student decision-making?*

Responses and Comment

Half of the jurisdictions visited indicated an interest in CHOICES and at least the same number already have one or more schools using the system on an experimental basis. Several provinces,

are exploring other information retrieval systems (e.g. SGIS, which was developed in Ontario). One jurisdiction indicated little, if any, interest in the CHOICES System, at least at the present time.

Most respondents expressed doubts about some aspect of the CHOICES program. In rank order these doubts concerned:

the cost of system

its compatibility with presently owned computer hardware

the quality of the information bank

the time element required to use it (5 students/day, according to one respondent)

whether it will be useful and usable in rural as well as urban areas

the fact, according to one respondent that the system is not yet fully developed

the reality that the data cannot be batch-processed

in the case of one province, federal/provincial jurisdictional problems.

On the positive side, one respondent, in reflecting on the cost of the system, pointed out that the real costs will be reduced because the province's computer will also be used for other educational purposes (e.g. attendance recording and computer-assisted instruction). Another respondent who sensed that some school counsellors would be threatened by the presence of the computer used this analogy, "The TV monitor didn't replace travel agents; it simply extended their usefulness and efficiency."

6. *How does your department of education determine priorities for its school guidance services?*

Responses and Comment

As might be anticipated the process of determining priorities in school guidance services took many forms. Basically, the process

is informal. It often includes obtaining input from individual counsellors, the counsellors' association, school committees, counsellor educators, parent groups, regional superintendents, and principals. The current literature was also identified by some as an important priority determinant. One respondent described his role in the process as resembling osmosis in that he reads, listens, and talks to leaders as a means of identifying the priorities for his department.

In contrast to these procedures, several respondents frankly admitted that political and economic considerations often established guidance priorities. The unfortunate result of this, it was pointed out, is that counsellors tend to see priorities as being "imposed from the top."

Training and Certification of Counsellors

1. *What regulations govern the qualifications of school guidance workers in your province?*

Responses and Comments

Nine of the twelve jurisdictions require their counsellors to be qualified teachers. Two jurisdictions have Master's degree requirements in guidance/counselling; five have minimal requirements (i.e. some courses in guidance/counselling), and five have no guidance training requirements. These are of necessity very general statements, and do not take into consideration the detailed regulations, provisos, exclusions, and so on which often come into play in a particular appointment.

In practice, local authorities possess much of the power in appointment in most jurisdictions. Although the question was not asked of the directors of guidance, the impression obtained was that all of them would prefer more stringent

regulations for counsellors, but felt that it was not a realistic expectation at this time. Incidentally, one jurisdiction assigns additional funds to boards which hire qualified counsellors and counsellors with a Master's degree in Quebec and Newfoundland receive an additional stipend in the order of $1500 per annum above that of teachers with comparable qualifications.

Two respondents emphasized the need to examine the personal characteristics of those hired to perform guidance responsibilities. This raises human rights issues, which in turn could generate political issues. The abuse of tenure on the part of some practitioners was also mentioned in this connection. These seem to be matters of even greater importance than the matter of academic certification.

2. What institutions provide counsellor training in your province?

Responses and Comment

All jurisdictions except the Yukon, the Northwest Territories, and Prince Edward Island have one or more universities which provide training courses and/or degree courses for counsellors. The University of Sherbrooke in Quebec offers a postgraduate degree in information services for guidance workers.

Of particular interest, two provinces reported that American universities were offering courses for counsellors in their respective provinces. In one case the explanation given was that the American university could provide courses that the Canadian university was unable or unwilling to give. In the other province it seemed that the American universities could offer off-campus degree courses more economically than the Canadian ones; hence the latter were forced out of the market.

In all of these off-campus operations it was mentioned that geographical convenience was a factor contributing to these developments. That these off-campus operations have continued for some time implies a certain degree of acceptance on the part of the departments of education concerned, otherwise interested students would have sought out Canadian institutions for their teacher and/or guidance certification.

3. *What influence has your department of education over the training of counsellors?*

Responses and Comment

Six of the nine provinces with training programs admitted that their department of education had very little, if any, influence over the training of school counsellors. At best their influence was described as informal. Two had an influence through their certification division. One director of guidance indicated that the provincial counsellors' association played an important role in influencing training by having a representative from each of the training universities on their executive.

Indicative of the future, perhaps, were two provincial directors who intimated that times had changed. In one case, the department has an evaluation instrument which acts as an influence on counsellor education programs. The other director predicted that his department of education might be forced to take a direct interest in training programs.

4. *In your opinion, what is the general orientation of the counsellor training programs in your province?*

Responses

counselling or one-to-one counselling (6)

therapeutic model (3)

psychological bias (2)

psychometrics (2)

Rogerian approach (2)

group counselling (2)

career education (2)

information services (1)

sociological approach (1)

Glasserian approach (1)

behaviour modification approach (1)

family counselling (1)

Although the respondents were not asked what training emphasis would be appropriate, many did comment on it. These were the responses recorded:

a need for more attention to career education (3)

a greater emphasis on the consultative role (2)

a need for training in group activities (2)

a greater emphasis on structured programs (1)

more developmental psychology (1)

a need for counsellor education to be related to school programs (1)

more emphasis on educational psychology so that counsellors could perform special education activities (1)

"beefing up" the information service (1)

a need for counsellors-in-training to receive on-the-job training (1)

a need to relate counselling to the other parts of the guidance service (1)

a need for a variety of theoretical approaches in counsellor training (1)

Comment

Of the 24 responses on the general orientation of training programs, 20 related to some form of counselling or to a psychological model. This contrasts with the responses to an earlier question (#3 under Aims and Objectives) in which one-to-one counselling and the psychotherapeutic approach were de-emphasized by the respondents in favour of a more general approach to guidance. There seems therefore to be a dichotomy between the general orientation of counsellor-training programs and the orientation of provincial school guidance programs. This also relates to the finding of the previous question (#3 under Training and Certification) in which the majority of respondents admitted that their department of education had very little, if any, influence over the training of guidance counsellors. One would have to conclude that if provincial directors have expectations of their counsellors which are not being met, one of the ways of changing this situation is to have a greater influence over counsellor training.

The second set of responses to this question were unsolicited, and indicate that provincial directors would like to see more attention in training programs given to career education, the consultative role, and to group activities. At the same time, it is apparent that the provincial directors are not at all in agreement on what constitutes an appropriate training program. Unfortunately, the question was not structured in a way to elicit a clearer view on this issue.

5. *What is your reaction to a recent statement of the Minister of Employment and Immigration to the effect that interprovincial standards on the part of school counsellors might be necessary?*

Responses

This could be considered a federal encroachment on provincial matters.(5)

It could ensure a basic level of competency on the part of counsellors.(4)

Such a plan might over-look local needs.(3)

It might enable greater mobility of counsellors.(2)

It would offer no real advantage because our province already has a reasonable level of counsellor competency.(2)

It might help create employment opportunities for counsellors.(1)

It could help provide a national perspective for counsellors.(1)

It might help hold the country together.(1)

The aims and objectives in guidance in all jurisdictions are probably very similar anyway.(1)

Why not start with provincial standards first?(1)

The plan would help prevent certificated counsellors from having to take criticism which is really levelled at the uncertificated.(1)

The counsellor as a person is more important than the credentials.(1)

Comments

Eight of the twelve respondents were not enthusiastic about interprovincial standards for school counsellors. As the responses above indicate, some provincial directors saw the suggestion of the Minister of Employment and Immigration as federal encroachment into provincial matters. As one provincial director put it, "Who would call the shots, Employment and Immigration?"

On the other hand, several respondents saw some merit in the proposal. The responses above indicate the nature of these.

6. *In your opinion what input along guidance/counselling lines should teachers-in-training receive?*

Responses

All teachers should have this training.(12)

Reasons given for this response:

It would be helpful for counsellors to have teachers who are knowledgeable about guidance.(1)

The teacher is part of the team approach to guidance/ counselling.(2)

In the future, teachers may become more counsellor-oriented than teacher-oriented.(1)

Teachers have a crucial role whether they want it or not.(1)

Kinds of training which should be provided:

introduction to guidance (philosophy, principles, etc.) (5)

career development (2)

background in testing and evaluation (2)

background in psychology (2)

fundamentals of the Rogerian approach (1)

training in behaviour modification (1)

Comment

All respondents were strongly in favour of teachers receiving input along guidance and counselling lines. Two of them stated that the best time for providing this input is after the teacher has been teaching for a few years, rather than during the teacher-training period. The implication of this recommendation for professional development workshops is readily apparent.

Respondents felt so strongly about the matter of guidance training for teachers that they commented at length on the topic. As a result other important information is available. This includes the reasons for their strongly affirmative response, and the kind of guidance/counselling training they felt should be provided for teachers. Responses under these headings are tabulated above.

Most provincial directors gave no indication in their responses that any training was being provided at the moment for teachers in training. One respondent indicated that courses were available in training but that they were of an optional nature. Another respondent indicated that a course was obligatory in a teacher-training program but that those offering the course were not trained in guidance and counselling.

Relationships between Counsellors and Other Helping Professionals

1. *The relationship between counsellors and teachers. To what extent are teachers in your jurisdiction expected to provide guidance/counselling services to students?*

Responses and Comment

No jurisdiction has specific legislation requiring that teachers provide guidance or counselling services for students, yet every provincial director said that the help of teachers was essential. Most teachers, one respondent said, do not see themselves as counsellors at all. On the other hand some teachers feel a responsibility for students, and provide such services. But this phenomenon seemed more the exception than the rule. Some jurisdictions are now encouraging their teachers to take some guidance/counselling role and the greater emphasis on group activities of one kind or another has started to bring teachers into the guidance team.

This need for teacher involvement in guidance and counselling is revealed in more than one place in this report and relates to the findings on training.

2(a). *What is the relationship between the professional association for counsellors and the department of education?*

Responses and Comment

All ten provinces have provincial counsellor associations. (There are no counsellor associations as yet in the Yukon or the Northwest Territories.) Of these all but two reported having a relationship that works well in both directions - that is, the provincial director has an influence on the association and in turn the association has an effect at the department of education level. Of interest too is that several of the provincial directors either are or have been on the association executive, a fact which seems to enhance the rapport between the department and the association. A counter-force, however, is ever present because of the fact that most counsellors are members of a provincial teachers' federation which sometimes sees itself as an adversary of the department of education.

2(b). *To what degree do the counsellors' association conference topics reflect your priorities at the department of education level?*

Responses and Comment

Respondents for seven of the ten provinces indicated that their counsellors' association conference topics reflected the department of education priorities for guidance. This situation in part reflects the positive relationship existing between provincial directors and the provincial associations and referred to in the comments on Question 2(a).

One respondent indicatod that there was no correspondence

between association conference topics and departmental priorities. On the other hand, as this respondent pointed out, the association may not know what the department priorities are - because they have not been spelled out. Another provincial director indicated that there is increasing avoidance on the association's part of some priority items. Still another respondent said that the occasional conference topic has provided the enemies of school guidance with some ammunition.

3. *What areas of friction, if any, are developing between school counsellors and other helping professions? (Those suggested for comment were: psychologists, psychometrists, private counsellors, Manpower counsellors, probation officers, Childrens' Aid officials, psychiatrists, school nurses, attendance counsellors and social workers.)*

Responses

Manpower counsellors (4)

social workers (4)

psychologists (2)

psychiatrists (2)

probation officers (1)

teaching colleagues (1)

special education teachers (1)

Comment

The areas of friction with other helping professionals seem to be small in number. This speaks well for the calibre of persons in these several roles.

The causes of friction with Manpower (now Employment and Immigration) counsellors were variously identified as due to:

the lack of experience and training of some Manpower counsellors

a different orientation (goal)

lack of role definition (on the part of both Manpower and school counsellors)

differences in clientele

complaints by Manpower counsellors of mis-counselling on the part of school counsellors

At the same time, several provincial directors assured the investigator that there were positive developments happening in this relationship between these two groups of counsellors.

The friction with social workers was attributed to:

their desire to keep the child in school, while withdrawing their services once the child is back in the school environment

lack of definition in roles, with the outcome that some social workers wanted to do all the counselling

the lack of follow-up and little sharing of information with the school counsellor

4. *What is the relationship between the Department of Education and the Youth Secretariat (or equivalent)?*

Responses and Comment

Nine of the twelve jurisdictions have a youth secretariat, sometimes identified as a youth counselling service, or a youth and culture division. Two of these youth secretariats have an organizational relationship with Employment and Immigration Canada. Some receive funds from the Secretary of State for some of their activities. The clients of these secretariats are youth, including high school students. The services provided varied considerably and included: producing career information for school counsellors, teachers, and students, work/study programs, summer employment, summer

travel projects, in-school guidance activities, student exchanges, career counselling, peer education, and student loan advisement.

The provincial directors of guidance for four of the nine jurisdictions with youth secretariats indicated some concerns about the role of these government departments. Their concerns included: overlapping roles, rivalry between the two departments, budget flexibility on the part of the secretariats, staff numbers which exceed that for guidance, and friction when secretariat staff went into schools.

Three jurisdictions mentioned that organizational changes were underway or had taken place in an effort to avoid duplication and to assure that the two roles were differentiated. As one respondent pointed out there should be opportunities for cooperation between the youth and guidance departments.

Viewpoints on School Guidance Issues

1. *What responsibility do you believe counsellors have toward their own professional up-dating?*

Responses and Comment

All respondents were emphatic about the need for counsellors to up-date themselves professionally. Two emphasized that professional development should be on-going; another two called this responsibility a moral one; and four stated their opinion that this responsibility should extend to the costs incurred in acquiring up-dating. Three disagreed on this point and felt that the financial responsibility should be shared with the jurisdiction. One provincial director felt that counsellors should engage in professional development once every two years.

According to several respondents, not all counsellors take their professional development responsibilities seriously. One response indicated that some counsellors discontinue their up-dating after achieving their top salary level. At the same time it was ascertained that grants are available for professional development activities in several jurisdictions; time off from school responsibilities for such activities is granted readily by some jurisdictions. One provincial director, on the other hand, indicated that it is difficult to get release time now for professional development activities. Another director challenged counsellors, whom he stated have 16 weeks holidays per year (implying that some of this vacation time could be used for professional development). In contrast to this, counsellors in Quebec work an eleven-month year, so most of their professional development has to be scheduled during the academic year.

Up-dating methods mentioned in order of priority were as follows: workshops, conferences, courses, professional reading, and seminars. Several respondents pointed out that the methods need not be expensive, but required a time commitment on the part of the counsellor.

2. *What is your opinion on the behaviour of counsellors during work-to-rule periods, or teacher strikes?*

Responses and Comment

The most common response was that because counsellors belong to the same union as teachers, it would be unfair to expect different behaviour. In one jurisdiction (Yukon Territory) teachers' contracts exclude strike action on the part of

counsellors. In Quebec, where counsellors belong to a separate union from teachers, counsellors have supported teachers in their strike actions.

Four respondents questioned strike action on the part of counsellors although it was suggested that the ethical and moral issues raised for counsellors are the same as for teachers.

3. *What responsibility should school counsellors assume in providing educational/vocational counselling for former students or youth in the community 14-24 years of age who seek these services?*

Responses

There are other department divisions and/or community resources which could provide this kind of help.(6)

Counsellors should help as long as regular priorities are not disturbed and time permits.(5)

Counsellors have a definite responsibility to provide these services.(3)

Counsellors have very little responsibility to provide these services.(1)

If funding is provided, counsellors should provide these services.(1)

Comment

Six responses indicated that other government divisions or community resources should be used to provide most of the counselling services for former students or community youth. Five respondents agreed to counsellors offering these services provided time permits and their regular priorities are not disturbed. Three directors gave an unqualified positive response to this question and one indicated that counsellors should take on very little responsibility for this kind of service.

4. *What responsibilities, if any, should counsellors take in the area of special education?*

Responses and Comment

Three provincial directors indicated that they believed counsellors should not be involved in special education. Of these, 2 indicated that other personnel were assigned to take on these responsibilities. Other directors, and these represented the majority, either felt that counsellors should take an active role in special education or at least a limited role, especially in areas where qualified special education resources were unavailable. This majority opinion raises the question of whether counsellors need training in consultation and special education skills.

5. *In what way, if any, are national priorities related to the role of the school counsellor?*

Responses and Comment

This question was asked because one province mentions national priorities as being related to its guidance aims. This question elicited a wide variety of responses. Six respondents did not identify a national priority by name. Five respondents identified youth unemployment as a national priority; two mentioned national unity. Other responses to this question are listed below: inter-cultural understanding, the optimum mental health of all Canadians, career development, emphasis on the affective component of education, enabling youth to make decisions so that they may contribute to society, and the development of responsible (e.g. law-abiding) youth.

Three respondents emphasized that local priorities are

more important than national ones; one suggested that the welfare of the individual student constitutes the priority of counsellors; another stated that only if there is consonance between national priorities and local priorities can the counsellor respond to the former.

Two responses indicated that counsellors need to be more aware of the educational systems of other jurisdictions, particularly since this relates to the quality of service the counsellor can provide for students who move in or out of a province. This point, while hardly a national priority, indicates a potential area of mutual educational concern between the various jurisdictions.

Interestingly, no mention was made of women's rights or bilingualism as being national priorities and for which counsellors might have been expected to take some responsibility.

The Future of School Guidance

1. *What effect will declining enrolments have on school guidance in your province?*

Responses and Comment

Nine respondents said that declining school enrolments described the trend in their particular jurisdiction. Of these, seven believed that this trend would lead to a reduction in counsellor ranks. Three respondents said that their school enrolments were either static or growing.

While the picture based on these responses would seem to be generally pessimistic with regard to counsellor employment, there were many optimistic signs. The following comments will illustrate:

"Guidance has traditionally been undeveloped, therefore it should absorb the decline in enrolment."

"A decline in enrolment may actually enhance the counsellor's role because school boards will want to try and keep all their students in school."

"The teacher of the future may have to be more of a counsellor than a teacher."

"With a teacher surplus, we should be able to hire a better quality of teacher."

"Having fewer students enables a more individualized approach in the classroom."

"The reduced fertility rate is part of a massive social change when counselling needs are much greater."

2. *Would you comment please on trends in elementary school guidance in your jurisdiction?*

Responses and Comment

Seven provincial directors indicated a static situation with regard to the employment of elementary guidance personnel. Five stated that there had been some, if only slight, expansion in this area of guidance work. One respondent commented that administrators and school boards do not see the need for elementary school guidance and suggested that research was needed to make a case for such services. In a more optimistic vein, three respondents indicated that community pressure was commencing to build up in favour of elementary school guidance services. Under such circumstances, school boards may be forced to consider the requests of such lobbies. One comment deserves a quote: "If we are serious about career education, the implications are plain for guidance work at the elementary school level."

3. *In your opinion, what aspects of guidance services offer the greatest promise for growth in the future?*

Responses

career development (10)

competency-based learning (including guidance) (1)

one-to-one student and/or family counselling (1)

more guidance in the traditional sense (i.e. personal, educational, and vocational) (1)

group work (1)

inter-professional opportunities (i.e. where two or more professionals put their skills together to provide services for schools) (1)

group counselling (1)

elementary school guidance (1)

the counsellor as a consultant approach (1)

computerized guidance services (1)

work study and work experience programs (1)

Comment

Career development programs offer the greatest promise for future growth in guidance according to most of the respondents. As the tally above indicates, all other responses came from a single respondent. The variety could indicate interesting career futures for newcomers to guidance.

4. *If the Canadian economy deteriorates further, what will be the effects of this on your jurisdiction's guidance programs?*

Responses and Comment

Most respondents indicated that a worsening Canadian economy

could only exaggerate the present employment situation in guidance, resulting in an even greater reduction in counsellor numbers. Guidance services will be scrutinized more carefully, and school boards, when they have a choice, may hire teachers instead of counsellors as some are already doing. One respondent saw a silver lining in the dire circumstances implied in the question and felt that when faced with real and pressing needs, changes are demanded. Guidance, several said, will remain a part of the educational program only if it is seen as a priority.

Two respondents indicated that optimistic economic forecasts were predicted for their jurisdictions, hence the question was not appropriate. One respondent did not see a further economic slump as a major change for counselling because, as he put it, "...counselling has never had any special status - it will hurt, but there is no rug to pull out from under us."

5. *What do you foresee as trends in guidance certification in your jurisdiction?*

Responses and Comment

Eight directors of guidance stated that certification requirements, if any, would remain the same in the foreseeable future. One respondent predicted an increase in the required professional qualifications; and two saw some reduction in certification requirements. One foresaw the arrival of paraprofessionals and community-based people. These paraprofessionals would not have formal guidance training but might assume some guidance tasks in

the schools. In Quebec the psychologists and school counsellors are considering union, with the question of certification unresolved.

5 The Questionnaires: Responses and Comment

1. *How many secondary school counsellors (full and part-time) do you have in your jurisdiction?*
2. *How many elementary school counsellors (full and part-time) do you have in your jurisdiction?*

Responses and Comment

For convenience the responses to these two questions have been listed in the following chart. See comment on this data under question 4 below.

Province or Territory	Number of Counsellors Secondary	Elementary	Totals
B.C.	not available		
Yukon	2	0	2
Alta.			600
N.W.T.	6	0	6
Sask.			76 [b]
Man.	225	3	228
Ont.	not available		
Que.	615 [c]	80 [c]	695
N.B.	70 [d]	18 [d]	88
N.S.	227	20	247
P.E.I.	23 [e]	18 [f]	41
Nfld.	150 [g]	6 [h]	156

a full and part-time (except as noted)

b many counsellors serve divisions which cut across secondary and elementary grades

c in French-language schools

d in English-language schools

e grades 7-12

f grades 1-6

g most secondary school counsellors are attached to feeder schools

h full-time

3. *In addition to your responsibilities for guidance in your province, what other responsibilities, if any, do you have within the Department of Education? (Please indicate percentage of time for each.)*

Responses and Comment

Two jurisdictions, Yukon and the Northwest Territories, reported that the responsibility for guidance was not assigned to a central office department of education official. Of the other jurisdictions, the guidance time assigned to the department person interviewed ranged from a low of 5% of this person's time to a high of 85%[1]. This information, of course, can only be interpreted in conjunction with the responses to the next question which concerns the number of other department officials who have some guidance responsibilities.

The other responsibilities these provincial directors of guidance have include:

special education (3)[2]

attendance (2)

curriculum (administrative responsibilities) (1)

policy reformulation (1)

psychological services (1)

social services (1)

registry of the handicapped (1)

computerized information services (1)

French-language services (1)

provincial testing programs (1)

educational services (1)

---

1 In 2 cases, half of the time devoted to the development of career education programs was counted as guidance time.

2 The bracketed numbers after responses indicate the number of respondents who gave this or a similar response.

It appears that these officials carry heavy responsibilities in addition to their guidance responsibilities. This comment is altered little by the findings in response to the next question that some of these officials have assistance.

4. *How many department officials (not counting yourself) have guidance responsibilities?*

Responses and Comment

Four department officials responsible for guidance reported at the time of the study that they did not have assistance, at least on a full-time basis. Rough calculations were made for each of eight provinces in terms of the ratio of department officials to the total number of counsellors in the corresponding provinces. The resulting ratios ranged from 1:40 to 1:250, with the average being 1:115. In other words, it would appear that department guidance officials were responsible for the supervision of anywhere from 40 to 250 counsellors each in addition to their other responsibilities.

5. *What is the typical budget for guidance in a secondary school (excluding salaries) expressed in dollars/student?*

Responses and Comment

Only six respondents answered this question and their responses ranged from $3.00 per student to 10¢ per student, with the median figure being $1.00 per student. Several directors replied that they did not know; or that there was no separate budget for guidance; and that in any case the figure was very low. One respondent was definitive and responded that most schools just do not have funds for guidance services.

6. *If you consider the above budget inadequate, state what you consider would be adequate.*

Responses and Comment

Only two respondents answered this question directly and in both cases the figure of $2.00 per student was chosen. This figure is twice the median figure determined from the previous question. From this limited information and from comments made during the interview, one can only conclude that guidance services are underfunded. Four respondents left this question blank and the remainder qualified their responses in terms which included salaries.

The responses to questions 5 and 6 leave one wondering how adequate services can be provided on such limited budgets. It seems reasonable to conclude that the tools the counsellor needs to supplement his or her services are just not available in many Canadian schools. Another outcome of underfunding could be that counsellors are virtually dependent on government departments, organizations, or individuals for guidance resources (e.g. supplies, materials, equipment).

7. *Are students required to pay for any guidance services or materials?*
8. *If your answer to question 7 is yes, please identify the guidance services or materials which students are required to pay for.*

Responses and Comment

Only three provinces responded in the affirmative to question 7 and in each case, computer scoring (usually of interest inventories) was identified as the service for which students were charged.

9. *From your viewpoint, what is the present priority in guidance in your province?*

Responses

career development (education) (7)

development of elementary guidance services (2)

development of guidance services (2)

group work (1)

development of an adequate and valid educational/vocational information service (1)

Comment

The responses to this question confirm the impressions gained from the interviews that career education (development) is a major thrust in most Canadian provinces. The expansion of guidance services generally and of elementary services in particular are other priorities that are getting attention in some jurisdictions.

10. *Whose responsibility is the in-service training of guidance counsellors?*

Responses

school boards, school counsellors' association, and the department of education (3)

the department of education and the school counsellors' association (3)

school boards and the department of education (2)

school boards (1)

school boards and the school counsellors' association (1)

department of education and the university (1)

Comment

The predominant assignments of the responsibility for in-service training of counsellors involve combinations of schools boards, the department of education, and the provincial counsellors' association. One respondent commented that it depended on the size of the district - the smaller the district the more responsibility the province bore and the larger the district, the more likelihood the counsellors' association would assume the responsibility. It is assumed that the individual counsellor's responsibility for his or her own in-service training is reflected in the mention made above to the professional association's involvements.

11. *Of all of the services provided by secondary school counsellors which one takes up the greatest amount of the counsellor's time?*
12. *Do you agree that this service (the one that takes the most time of counsellors) should take priority in your schools? If not, why not?*

Responses

Services taking up the greatest amount of counsellor's time	Responses	Explanation
personal counselling	disagree	need a balanced service between career, educational, and personal guidance
	disagree	consultation preferred since it tends to multiply the service
	disagree	prefer group work and consultation services
	neutral	have mixed feelings about personal/social counselling
	agree	
	agree	

Services taking up the greatest amount of counsellor's time	Responses	Explanation
career counselling	agree	
	agree	
	agree	
	agree	
educational placement within the school	disagree	function is clerical and routine
	disagree	disproportional amount of time on this
provision of educational and vocational information	agree	
academic counselling	agree	
group guidance classes	disagree	prefer one-to-one counselling

Comment

As the chart above indicates, either personal counselling or career counselling takes up the greatest amount of a counsellor's time. The four provincial directors of guidance who identified career counselling as a priority agreed that it was an appropriate priority. In the case of personal counselling, the majority (four of the six responses in this category) disagreed or were neutral. Those who disagreed suggested that consultative services, a balanced guidance approach, and group work are preferable to personal counselling.

The difficulty of obtaining a Canadian guidance role consensus is well illustrated in these responses. Note that one respondent objects to group guidance classes and recommends one-to-one counselling. Also note that two respondents agree to

the priorities of educational/vocational information-giving and academic counselling, whereas two respondents disagree with educational placement activities which would seem to be part of academic counselling. Perhaps the problem is more a matter of terminology? In any case there seems to be about as much disagreement as agreement on guidance priorities between the directors and their counsellors. This would seem to make it difficult for provincial departments of education to achieve their objectives for guidance in the schools. This situation also leaves the educators of counsellors in a quandary. Should they develop training programs to meet provincial expectations of counsellors, or should they instead try to meet the schools' expectations of counsellors?

13. *Do you differentiate between the terms "guidance" and "counselling"? Which of these terms (or some other) best describes the services you are responsible for in your province? Is your preferred terminology reflected in the terminology used in the counsellor training institutions in your province?*

Responses and Comment

Nine out of the ten respondents to this question do differentiate between the two terms "guidance" and "counselling". Furthermore their preference in terminology is either "guidance" or "guidance services" (six out of eight responses). The other two responses were: "professional support services for students and teachers" and "pupil personnel services." Interestingly, no director describes the provincial services for which he/she is responsible by means of the single term "counselling", yet the practitioners

of school guidance in Canada almost invariably are referred to as "counsellors." Is the somewhat difficult job of public relations on behalf of school guidance perhaps hampered by this terminology confusion?

The third part of this question elicited ten responses, seven of which indicated that counsellor training institutions have either partly or wholly failed to reflect the "guidance" terminology preferred by those responsible for school guidance. This discrepancy of terminology would be understandable if the training institutions were primarily engaged in training counsellors for settings other than schools. This may be the case in a few university settings.

Perhaps a more important question is how closely training programs themselves reflect the terminology used in practice. For example, does a "counsellor education" program emphasize "counselling" rather than "guidance"? If so, graduates are not being prepared for most department of education expectations. If not, then the terminology used by the training institution would seem to need modification in order to accurately reflect the emphasis of the program.

14. Is there a trend toward career guidance in your province?

Responses and Comment

Eleven of the respondents agreed that there was a trend toward career guidance in their jurisdiction. This point needs no further comment since this trend has been identified elsewhere in the study.

15. *Have you a surplus of qualified counsellors in your province? Do you have unqualified counsellors in your schools?*

Responses and Comment

Ten out of twelve respondents do not have a surplus of qualified counsellors in their province. At the same time, a majority (eleven out of twelve) of these directors of guidance report that they have at least some unqualified counsellors in their schools.

In a period of teacher (and probably counsellor) surplus in Canada generally, this paradox of the presence of unqualified school counsellors is striking. Provincial regulations (or the lack of them) governing the practice of guidance have permitted this situation to develop. Furthermore, little change is anticipated in these regulations (see the responses to the last question in the interview section on the future of school guidance). To be even more pessimistic, since counsellors (with the exception of those in one province) belong to the same union as teachers, seniority policies could tend to perpetuate this situation in the midst of a supply of qualified counsellors who are unable to get employment.

16. *Is standardized testing considered a guidance task in your province? If so, in your opinion, do counsellors have sufficient training to select, administer, and interpret these tests?*

Responses and Comment

Ten of the twelve respondents consider standardized testing a guidance task in their jurisdiction. Two responded that it was not a guidance responsibility.

Of those who consider testing a responsibility, a majority (six) feel their counsellors are insufficiently trained to select, administer, and interpret these tests. Again there seems to be a discrepancy between training and the expectations required of school counsellors.

17. *Work experience or work information programs. Do you foresee an expansion of these programs in the future? What school person normally organizes and administers these programs?*

Responses and Comment

Ten of the twelve respondents indicated that they anticipate the expansion of work experience and work information programs. Although the school counsellor is the person identified by them as normally organizing and administering these work programs, several responses suggested that counsellors may share the task with other people. Those responsible for these programs, other than counsellors, were identified as follows and in this order: teachers, work experience coordinators, principals, special education personnel, and Manpower counsellors.

18. *What school personnel, if any, take responsibility for these placement activities? Summer employment? Part-time (evening and weekend) employment? Full-time employment for school leavers?*

Responses and Comment

Only two respondents indicated any concerted placement services on the part of school counsellors. Department heads were

identified by one provincial director as assuming part-time and full-time placement duties.

It seems reasonable to assume that generally speaking, schools and counsellors take little part in helping students (whether in-school or leaving school) to obtain employment. This observation is interesting as it relates to the trend identified in this study, that is, of career education (sometimes identified as career counselling or career guidance). It would seem that career education might reasonably be related to placement activities within a guidance program.

19. *To provide adequate guidance services, what student counsellor ratio are you aiming for? How close now do you come to meeting this ideal figure?*

Responses and Comment

The ideal student/counsellor ratio for secondary schools was identified as ranging between 300:1 and 500:1. The present ratios, in contrast, ranged from 500:1 to 900:1. In elementary schools the ideal figure mentioned by one respondent was 600:1 with the present ratio being 750:1.

Half of the respondents did not answer this question and one answer was qualified in terms of local circumstances and the type of program delivery.

If indeed an ideal student/counsellor ratio can be identified, it seems that the typical Canadian school is far from reaching this ideal goal. The likelihood of reaching these goals will depend on how useful guidance services are seen to be by the public.

20. *Are regular in-school evaluations of guidance programs a regular occurrence? If so, who has the responsibility for these evaluations?*

Responses and Comment

Ten of the twelve provincial directors either reported occasional or no regular evaluations of school guidance programs. The other two respondents reported regular evaluations.

Field or regional staff were the most commonly named persons who carried out evaluations although school personnel, central office consultants, accreditation committees, and self-evaluations were mentioned, and in that order.

The trend in recent years seems to have been away from regular evaluations. The relationship of this trend to the quality of services provided can only be surmised. However it is doubtful that any counsellor would purposely take advantage of this seeming lack of supervision. Nor is there any indication of a return to the inspection system of earlier years. At the same time one can only surmise how department officials can implement changes in provincial guidance programs without having a monitoring process of some kind. With ever-increasing change predicted as a way of life in this and subsequent decades, how can these changes be implemented fast enough in the field to ensure the relevance of programs? It would seem that some form of monitoring has an important role to play in assuring the relevance of programs and procedures.

21. *Would a national seminar of provincial directors of guidance be helpful to you in your work? If so, what kind of format would you recommend for such a seminar? How might it best be organized and financed? What outcomes would you expect from such a seminar?*

Responses and Comment

There were four parts to this question so this section will be organized correspondingly.

Ten of the twelve respondents gave an unqualified "yes" response to the usefulness of a national seminar of provincial directors of guidance. One did not respond; and one indicated that the usefulness of such a seminar could depend on the format.

Format

Suggestions offered included:

a seminar based on 2 or 3 selected issues

a workshop with "expert" input

a live-in format

an invitational conference

a series of regular meetings

a workshop on pupil personnel work based on needs expressed by those invited

a 3-day workshop where an exchange of development, practices, and trends could take place

Organization and Funding

Four respondents opted for organization through the Canadian Guidance and Counselling Association; three through the Council of Ministers of Education; two through the provinces; and one opted for federal organization.

Funding options suggested included the Council of Ministers of Education, the provincial governments, the federal government, individual members, and sponsorship by an educational foundation and in that order.

Outcomes expected included:

development of some national objectives (3)

consortium of ideas and materials (3)

improve communication between provinces (3)

updating of approaches (1)

sharing of needs and a pursuit of more realistic solutions (1)

coordination, information, moral support, public relations (1)

group approach to solving common problems (1)

better perspective of priorities (1)

improvement nationally in the quality and quantity of school guidance services and programs (1)

In summary, it is evident that provincial directors of guidance feel that there is a place for a national seminar, probably on an annual basis, through which communication between provinces could be enhanced and which could lead to some national statement of goals. The options for organizing and funding such a seminar are varied, but if the need is there, a means will be found to implement the seminar.

22. *What publications of your department or of the provincial guidance association might be of interest to directors of guidance in the other provinces? Would you be prepared to forward, if requested, single copies of any of these publications to other provincial directors of guidance? Would an on-going exchange of this kind of information between provincial directors of guidance be of interest to you?*

Responses and Comment

Nine directors responded to this question and each was prepared to forward single copies of their publications to the other provincial directors participating in this study. Furthermore, all of the respondents were interested in an on-going exchange

of such guidance information. Two people suggested the organization of a central exchange of Canadian guidance materials.

The publications identified by the directors were included in an annotated bibliography which has been forwarded to all participants.

23. *What would you identify as the current thrust of your provincial guidance association?*

Responses

career education (3)

improvement of public relations (2)

elementary school guidance (2)

increasing the emphasis on the affective dimension of education (1)

role definition (1)

counsellor training (1)

identification of student needs as seen by others (1)

concerns regarding counsellor certification (1)

concerns regarding the provincial evaluation of students (1)

concerns regarding student record-keeping (1)

in-service training (1)

student transition from school to work (1)

relationship between school counsellors' association and the provincial psychological association and the protection of the public (1)

improvement and expansion of guidance services (1)

The current thrusts of the provincial guidance associations are many. As a result it is difficult to draw conclusions based on this data. There does however seem to be less emphasis on the part of counsellors than on the part of provincial directors

of guidance insofar as career education is concerned.

24. *Should guidance services be made available to students during vacation periods?*

Responses and Comment

There were ten responses to this question and eight of these were affirmative. There apparently is a need for school guidance services during vacation periods. Some respondents mentioned that their counsellors do provide limited services (two weeks prior to school re-opening). The problem, of course, has to do with the funding of these extra services. One would trust that a way can be found to provide such services.

25. *Do you agree, as some would suggest, that the high unemployment rate of youth in Canada could be reduced by more effective school guidance services?*

Responses and Comment

Three respondents agreed with the above statement; five agreed with it to some extent; two disagreed; and two responded that they did not know.

Two responses should be recorded verbatim:

"This is a high priority area for research."

"The most effective school guidance services will not solve the high unemployment situation in Canada."

At best, these provincial directors seem to indicate that school guidance may alleviate some unemployment but that guidance is not likely to be the entire answer to this socio-economic problem.

6 Summary and Recommendations

A. The Nature of the Task

This study was undertaken in order

(1) to determine the aims, objectives, practices, and future of school guidance services in Canada.

(2) to facilitate an exchange of information between senior education officials responsible for guidance services.

B. Methodology

The senior guidance official in each department of education in the ten provinces of Canada, the Yukon, and the Northwest Territories was interviewed by the principal investigator. Each official was asked 32 questions which centred on these six areas of investigation:

- aims and objectives of the provincial guidance service
- guidance services provided
- training and certification of counsellors
- relationships between counsellors and other helping professionals
- viewpoints on certain guidance issues
- the future of school guidance

These interviews were comprehensive in nature and ranged in length from two to six hours, depending on the official's schedule and his or her wishes on the matter.

Subsequent to the interview, each official completed a 25-item questionnaire for the study. As in the case of the

interview, the questionnaire centred on the six areas of investigation listed above. The results from the questionnaire were used to supplement the responses from the interviews.

C. Findings

1. No province or territory has a senior department of education official assigned *exclusively* to school guidance services.
2. Department officials use various formal and informal means of determining guidance priorities for their jurisdictions.
3. Although common elements were found, the objectives of guidance and the practices employed in implementing these objectives vary from province to province.
4. Departments of education have very limited means for ensuring that the aims and objectives of their guidance programs are being met. At best their influence is described as informal.
5. Career guidance (sometimes identified as career education or career development) has replaced one-to-one counselling as the priority objective for Canadian schools. Socio-economic changes in Canada lead the list of reasons why school guidance priorities have changed.
6. Group activities in guidance are favoured by department officials as an ideal way of meeting the developmental needs of students.
7. No comprehensive provisions are made in Canadian guidance programs for helping native and immigrant students.
8. In many jurisdictions, the development, publication, and distribution by departments of education of guidance information for students and counsellors require extensive human and financial resources.

9. Departments of education are becoming increasingly interested in computerized guidance information services for students. Although there are several systems in operation or under development, the systems most frequently mentioned were the Employment and Immigration Canada service identified as CHOICES (Computerized Occupational Information System for Career and Employment Counselling) and the Ontario, SGIS (Student Guidance Information Service).

10. Two provinces, Quebec and Newfoundland, require that their counsellors possess a Master's degree. Other jurisdictions have less stringent requirements. Ontario, for example, requires various certificate levels, dependent upon responsibility. In practice, all jurisdictions reported that local authorities possess much of the power in appointing counsellors. This accounts for the finding that most provinces have some unqualified counsellors in their schools.

11. Although all provinces but one have one or more universities which provide counsellor training, American universities attract a sizeable number of Canadian counsellors-in-training. Two officials interviewed reported that American universities are offering off-campus counsellor education programs in their provinces.

12. Most provincial directors of guidance reported that they had little, if any, influence over the guidance training programs in their province. They described their influence as informal at best.

13. Provincial directors would prefer to see more attention given in counsellor training programs to career education, the consultative role, and to group activities. At the same time the responses indicated that the directors are not in

agreement with what constitutes an appropriate training program. This latter finding corresponds with the differences in aims and objectives apparent in Appendices 1 and 2.

14. No jurisdiction specifically requires teachers to provide guidance and counselling services for students, yet every provincial director stated that the assistance of teachers in these areas was essential in providing adequate student services.
15. The provincial directors of guidance were unanimous in recommending guidance and counselling training for teachers.
16. Generally, the relationship between the provincial guidance association and the department of education is described as a harmonious one and the activities of one help implement the goals of the other.
17. Youth secretariats (sometimes identified as youth and culture departments or youth counselling services) in many jurisdictions are providing services, some of which are said to be in competition with school guidance services.
18. The necessity for continued professional up-dating was emphasized by all respondents, with some identifying this counsellor responsibility as a moral one.
19. The majority of provincial directors stated that counsellors should take an active or at least a limited role in special education.
20. Local and provincial priorities rather than national priorities were identified by these officials as being related to the role of the counsellor.
21. In the face of declining school enrolments in most jurisdictions these department officials predicted reductions in counsellor numbers. There were, however, some optimistic comments

concerning this situation.

22. Trends in the employment opportunities for elementary school counsellors were variously described as static or increasing slightly.
23. Career development services, according to these officials, offer the greatest promise for future growth in school guidance.
24. A further deterioration in the Canadian economy could only exaggerate the present employment situation in guidance, and result in an even greater reduction in counsellor positions. Interestingly, two respondents indicated that optimistic economic forecasts were predicted for their jurisdictions.
25. Counsellor certification requirements at the time of writing were predicted by most of these officials to remain the same for the foreseeable future.
26. Some officials stated that the quality of service provided by a counsellor depends more on personal attributes than on the credentials normally required for certification. However, human rights legislation, political considerations and tenure principles prevent counsellor assessment based on personal qualities.
27. The median annual budget for guidance (excluding salaries) in a Canadian secondary school is estimated to be $1.00 per student.
28. The responsibility for in-service training of counsellors is typically distributed between school boards, departments of education, and provincial guidance associations. Counsellor training institutions are seldom mentioned in this connection.

29. Personal counselling is identified as one of the services which takes up the greatest amount of counsellor time. The majority of those officials identifying personal counselling disagreed with this priority.

30. Provincial guidance officials differentiate between the terms "guidance" and "counselling." The preferred terms which best describe the services they are responsible for is either "guidance" or "guidance services." Furthermore, the majority of these officials perceive that their preferred terminology is not reflected in the terminology used in the counsellor training institution(s) in their province.

31. Standardized testing is considered a guidance task in most jurisdictions. At the same time, provincial officials consider that their counsellors are insufficiently trained to select, administer and interpret such tests.

32. Work experience and work information programs are predicted to expand in the future. Programs operated at the present time are frequently organized and administered by counsellors or the task may be shared with other school officials.

33. Schools and their counsellors presently take little part in placement activities, that is, in helping students (whether in-school or leaving school) to obtain employment.

34. The present student/counsellor ratio in Canadian high schools is estimated to range between 500:1 and 900:1.

35. Regular in-school evaluations of guidance programs are not a regular occurrence in most jurisdictions.

36. Most provincial directors of guidance indicated that they would find a national seminar useful in developing some national objectives and in acting as a consortium for ideas and resources.

37. There is a widespread need for making guidance services available to students during vacation periods.

38. There is no consensus among these officials as to whether the high unemployment rate of Canadian youth could be reduced by better school guidance services.

39. Comments from the respondents indicated that an increasing interest in guidance is being shown by parents, particularly parents of elementary school students.

40. Local autonomy was described by the respondents as a major impediment in implementing needed changes in school guidance.

D. Recommendations

1. That those department of education officials responsible for guidance in Canada consider holding a national seminar, the purposes of which could be to develop some common objectives and to set up a clearing house for resources of mutual interest.

2. That means be sought in each province whereby department officials, provincial guidance associations, and counsellor training representatives could cooperatively determine school guidance priorities and plan to implement these.

3. That a national study be conducted to explore the possibilities of meeting any special needs of native and immigrant students through the means of school guidance programs.

4. That educators of counsellors should reconsider the relationship between their goals and the guidance goals of the province in which many of their graduates will practise. This recommendation is based on the findings (a) that some American universities find a market for

counsellor education courses in Canada, and (b) that some department officials report the orientation of indigenous counsellor training programs is inappropriate to provincial school needs.

5. That provincial directors, in consultation with provincial guidance associations, consider steps to eliminate the number of unqualified counsellors. It would seem that this is an opportune time, owing to declining enrolments, to insist upon appropriate qualifications for counsellors. Moreover, the breadth and quality of services expected of counsellors today would seem to preclude the presence of untrained personnel.

6. That educators of counsellors consider putting greater emphasis on career education, testing and test interpretation, the consultative role, and group activities in their training programs. These are the services department officials find counsellors are least trained to provide.

7. That provincial directors of guidance, in consultation with faculties of education, develop a means whereby all teachers-in-training receive an appropriate background in guidance and counselling. This recommendation results from a unanimous opinion expressed by the department officials.

8. That consideration be given by departments of education to the possibility that some youth secretariats (sometimes identified as youth and culture departments, or youth counselling services) may be duplicating services expected of school guidance personnel. Frequent

consultation between the two departments should keep unproductive duplication to a minimum.

9. That provincial guidance associations continue to encourage professional up-dating on the part of their membership and that educators of counsellors consider means whereby their institutions could be more involved in these up-dating activities.

10. That the need for elementary school guidance services be documented in an appropriate national study. There are several reasons why this seems a propitious time for such study:

    An elementary guidance survey[1] sponsored by the Canadian Guidance and Counselling Association has revealed a low level of guidance services in Canadian schools at the K-6 level.

    Several respondents in this present study indicated an increased interest on the part of the public in the inauguration of guidance services at this level.

    Responses in this study indicated a slight growth in the number of elementary counsellors in contrast to secondary counsellor numbers which seem to be decreasing.

11. That some means be found by provincial and/or local educational authorities to increase considerably the size of the annual budgets for school guidance materials and services. Because of very low budgets (nil budgets in many cases), counsellors must be unable to provide quality services. For example, in career education the current expectations to provide up-to-date information cannot be met without appropriate funding.

12. That the term "guidance," preferred by these department officials, be used consistently to identify, describe, and promote this spectrum of school services. The

---

1 Canadian Guidance and Counselling Association, "Elementary Guidance Survey, Interim Report," June 1977, unpublished.

synonymous use of "guidance" and "counselling" generates a confusion of terminology that brings no credit to the profession. It may be necessary to find a new term for the "counsellor" in the effort to clear up the confusion.

13. That the concept of work experience and work information programs, already implemented in some areas, be expanded as an integral part of guidance services.
14. That placement activities, once considered a school guidance activity at the secondary school level but now rarely practised, be re-examined as an essential part of career education.
15. That school guidance services be made available to students during vacation periods.
16. That departments of education which are planning to take new initiatives in the implementation and supervision of guidance consider reducing the number of other responsibilities assigned their present supervisory staff, and/or consider supplementing this staff with additional assistance. The heavy and diverse workloads assigned to many present staff would seem to detract from the quality of leadership in guidance expected of these officials in the future.
17. That departments of education consider implementing a greater degree of supervision than has been characteristic of the past few years in order to ensure the continued relevance of guidance programs and procedures.

E. Value of the Study

This study should be of particular value to the participants, that is, those provincial directors of guidance who have responsibility for all of the school guidance programs in Canada. As a result of this study these leaders in guidance will have an opportunity to compare some aspects of their program with those of other provinces. Furthermore, if their general consensus of wishing to hold annual seminars comes to fruition, the benefits of the ensuing personal and professional contacts would help to enhance the services that guidance provides for Canadian students.

The study has helped to establish a line of communication between these provincial directors. An exchange of relevant guidance information has been agreed to by all participants and this arrangement has already been executed by the principal investigator. In addition, a directory of all participants in this study has been circulated to the directors. As a result of these two actions it is anticipated that communication between these department officials will be maintained, and that the guidance materials available in each province can be circulated and up-dated from time to time.

This study has other potential values. It is hoped that some of the findings will suggest other research. Furthermore, the contents of this report are, in essence, the beginnings of a discipline which might be identified as "comparative school guidance." Canadian guidance has developed sufficiently that there is a place for such a subject or course in counsellor training programs. Canadian

school guidance does have an identity which is unique to our provinces and territories.

Finally, it is hoped that the findings and recommendations will suggest ideas for improvement of guidance services. Departments of education, provincial directors of guidance, guidance associations, counsellor educators, and school boards will find within this report opportunities for the enhancement of guidance services. If this happens, this project will have been of value.

Bibliography

Axford, B. Marion (1977)
"The Elementary School Counsellor-Consultant and the Family"
The School Guidance Worker, Vol. 33, No. 2
November/December 1977, pp. 36-42.

Baker, L. Doris (1976)
"Preparing School Counsellors to Work with Exceptional Students"
The School Guidance Worker, Vol. 32, No. 1
September/October 1976, pp. 5-9.

Brown, Thomas Harry (1974)
"An Application of Role Theory in Determining the Present and Preferred Functions for Canadian Counsellors"
Doctoral Thesis
Department of Educational Psychology, University of Alberta
Edmonton, p. 105 and p. 107.

Cullen, Bud (1978)
"Notes for a Statement by the Minister of Employment and Immigration to the Joint Meeting of Provincial Ministers of Education and Manpower in Victoria, B. C."
Press release, Ministry of Employment and Immigration Canada
p. 7.

Dumont, Fred J. (1976)
"Report on an Assessment of Educational Needs of Northern Albertans"
Department of Education, Province of Alberta
Edmonton, p. 56.

Fobert, Polland C., (1973)
"The School Counsellor as a Member of a Team"
The School Guidance Worker, Vol. 28, No. 5
May/June, 1973, pp. 31-34.

Fraser, J. A. H., Byrne, T. P. and Shaver, F. H. (1971)
"Counsellors and Teacher Education"
Canadian Counsellor, Vol. 5, No. 3
June 1971, 170-172.

Guttman, Mary A. Julius (1973)
"A Survey of Selected School-Counselor Training Programs in Canadian Universities"
Canadian Counsellor, Vol. 7, No. 4
October 1973, 250-257.

Harvey, Dick (1977)
"Counselling Students for a Poor Job Market"
The School Guidance Worker, Vol. 33, No. 1
September/October 1977, pp. 19-22.

Hassard, J. Harvey (1977)
"Principals Look at the Ideal Counsellor"
Comment on Education, Vol. 8, No. 1
October 1977, pp. 4-8.

Kasahara, Annette and Larson, Larry, (1976)
"Guidance or Counselling...Is There a Difference?"
Guidelines, Vol. 13, No. 1
Winter 1976, p. 5.

McCordick, A. B. (1977)
"Counsellor Education at UNB - 1977"
The Counsellor's Forum, Vol. V, No. 1
December 1977, pp. 8-9.

Parmenter, Morgan D. (1967)
Blueprint for Guidance in Canadian Schools
Toronto: Crest Publishing Company Ltd., p. 11.

Perry, G. Neil (1977)
"Information and Counselling Policies in Canada"
A working paper prepared for the Secretariat, OECD, Directorate for Social Affairs, Manpower and Education
December, 1977, p. 1
Victoria, B. C.

Sankey, Gerald R. (1974)
"Our Future and Vocational Counselling with the Aid of Tests"
The School Guidance Worker, Vol. 29, No. 4
March/April 1974, pp. 47-50.

Reviews of National Policies for Education: Canada (1976)
Paris: Organisation for Economic Co-operation and Development.

"The Role and Functions of Guidance Counsellors in Elementary, Junior High, Senior High Schools in Prince Edward Island" (1977)
Prince Edward Island Guidance and Counselling Association
Charlottetown, p. 1.

"Guidance: Senior Division" (1977)
Ministry of Education, Ontario
Toronto, p. 2.

"Guidance and Counselling Services: K to 12" (1975)
Department of Education, Saskatchewan
Regina, p. 2.

"The Role and Function of Secondary School Counsellors: A Working Paper" (1977)
Department of Education, Nova Scotia
Halifax, pp. 8-32.

"Primary and Secondary Education in Quebec: Green Paper" (1978)
Ministere de l'Education, Gouvernement du Québec
Québec, p. 100.

"School Counselling in Alberta (A Rationale)" (not dated)
Counselling and Guidance Branch, Alberta Education
Edmonton, p. 11.

"A Handbook of Senior High School Guidance Functions" (in press)
Pupil Personnel Services, Department of Education, New Brunswick
Fredericton.

"Royal Commission on Education, Public Services, and Provincial Municipal Relations" (1974)
Volume III, Chapter 54
Province of Nova Scotia
Halifax.

"Youth Careers Committee" (1978)
Education Nova Scotia, Vol. VIII, No. 10
February 1978, p.1.

Appendix 1

Aims and Objectives of Secondary School Guidance Programs as Stated in Provincial Documents

Ontario[1]

- to assist students in making informed decisions leading to productive and rewarding lives
- to help students to a better understanding of themselves, the opportunities available to them, and their social responsibilities
- to assist students to develop into integrated, competent and socially responsible persons by enabling them to gain greater insight into their potentialities and limitations; encouraging a positive self-image; and achieving and maintaining an appropriate level of academic and personal growth

Nova Scotia [2]

- to assist in the total development of all students
- to help students understand the changes (social, emotional and physical) they are experiencing and their related behaviour
- to help students to adjust socially and gain peer acceptance
- to work together with parents to understand the adolescent's need for greater independence
- to help students to assume responsibility for their own behaviour, develop decision-making skills and clarify their own values

---

1 Guidance: Senior Division, Ministry of Education, Ontario, 1977, p. 2

2 The Role and Function of Secondary School Counsellors: A Working Paper, Nova Scotia Department of Education, 1977, Preface and also page 3.

Alberta[1]

- to assist the emerging adult to cope with the many problem situations that normally arise involving personal, interpersonal, scholastic and vocational matters.

Saskatchewan[2]

- to assist students, teachers and parents in the total growth and development of the students
- to present to each student opportunities for personal and intellectual growth
- to encourage individuals to take the necessary risks in meeting the challenges that life presents whether they be physical, intellectual, moral, social or emotional

Quebec[3]

- d'amener l'élève, d'une façon progressive et à un rythme qui lui est propre, à prendre conscience de ses resources personnelles, de ses capacités particulières et de leur évolution; à prendre conscience également des offres que lui procure le milieu afin qu'il puisse faire des choix qui seront, au début, scolaires et para-scolaires, et qui deviendront par la suite, des choix professionnels et para-professionnels réalistes.

---

1 School Counselling in Alberta (A Rationale). Counselling and Guidance Branch, Alberta Education (not dated), p. 11.

2 Guidance and Counselling Services (K-12), Department of Education, Saskatchewan, 1975, p. 2

3 Activites d'Orientation a l'École Secondaire (2e version), Gouvernement du Québec, Ministère de l'Éducation, D.G.E.E.S. Service aux Etudiants, 1975, p. 5.

Appendix 2

Aims and Objectives of Elementary School Guidance Programs As Stated in Provincial Documents

Alberta[1]

- to acquaint significant adults (parents, teachers) with the goals of a child's behaviour in order to develop specific and useful ways of coping with it.

Newfoundland[2]

- to act as a mediator between the child and his concerns and significant others
- to help teachers and other staff to examine the impact of instructional methods and procedures on the child.

1 School Counselling in Alberta (A Rationale), Counselling and Guidance Branch, Alberta Education (not dated), p. 11.

2 Guidance: A Practical Approach, William J. Kennedy, Supervisor, Pupil Personnel Services, Department of Education, Newfoundland (not dated), p. 36.

Appendix 3

Guidance Practices in Secondary Schools as Stated in Provincial Documents

Nova Scotia[1]

- counselling
- testing
- research
- educational guidance
- vocational guidance
- consultative services to parents
- curriculum development
- in-service training for staff members
- referral services
- supervision of cumulative records
- liaison with administrators
- development of special programs (e.g. study skill programs, peer tutoring programs and work experience programs)
- personal professional growth
- community liaison
- promotion of an awareness of guidance services

Saskatchewan[2]

- individual counselling
- group counselling

---

1 The Role and Function of Secondary School Counsellors: A Working Paper, Nova Scotia Department of Education, 1977, pp. 4-32.

2 Guidance and Counselling Services(K-12), Department of Education, Saskatchewan, 1975, pp. 3-14.

- consultation
- liaison (between school and community agencies)
- psychometrics
- in-service training and professional development for staff
- interpretation of services
- orientation
- career development and exploration

Alberta[1]

- student counselling
- coordinating resources to help students
- parent counselling and consulting
- consultant to school staff

Ontario[2]

- career planning and life skills
- educational planning
- personal counselling
- interpretation of standardized tests
- program co-ordination
- community liaison

New Brunswick[3]

- counselling
- information giving
- consultation

---

1 School Counselling in Alberta (A Rationale), Counselling and Guidance Branch, Alberta Education (not dated), p. 11.

2 Guidance: Senior Division, Ministry of Education, Ontario, 1977, p. 3.

3 A Handbook of Senior High School Guidance Functions, Pupil Personnel Services, Department of Education, New Brunswick (in press).

- placement
- testing
- referral and liaison
- in-service education of staff
- community and school relations
- research
- evaluation

Newfoundland[1]

- testing
- vocational counselling
- individual counselling
- group work

---

1 Guidance: A Practical Approach, William J. Kennedy, Supervisor, Pupil Personnel Services, Department of Education, Newfoundland (not dated), pp. 6-7.

Appendix 4

Guidance Practices in Elementary Schools as Stated in Provincial Documents

Newfoundland[1]

- help teachers understand the reason for particular behaviour of a pupil and to suggest remediation possibilities
- help teachers use group and individual guidance techniques
- help teacher understand tests and testing
- provide teachers with information about pupils which will help them plan classroom activities
- identification of pupils needing special help
- the selection and use of guidance materials in the classroom
- instruction pertaining to the world of work

Alberta[2]

- consultant to school staff
- parent counselling and consulting
- student counselling
- coordinating resources to help students

---

1 Guidance: A Practical Approach, William J. Kennedy, Supervisor, Pupil Personnel Services, Department of Education, Newfoundland (not dated), pp. 36-37.

2 School Counselling in Alberta (A Rationale), Counselling and Guidance Branch, Alberta Education (not dated), p. 11.

Appendix 5

Letter from Department of Education (Ontario) Seeking Cooperation for this Study to the Deputy Ministers of Education in the Provinces and Superintendents of Education in the Territories

January 18, 1978.

Dear _____:

The Ontario Ministry of Education has recently approved a research study entitled A Comparative Study of School Guidance Services in Canada.

The purpose of the study is to examine the aims, objectives, practices, and the future of school guidance programs in each of the ten Canadian provinces, the Yukon, and the North West Territories.

The principal investigator, Mr. Carl Bedal, is professor of counsellor education at the Faculty of Education, University of Toronto. In addition, he is editor of The School Guidance Worker, and former Director of the Guidance Centre at the University.

Professor Bedal proposes to visit every province, the Yukon, and the Northwest Territories to consult in each case with the senior Department of Education official responsible for guidance services. It is our understanding that _____ is the person having the primary responsibility for guidance in your Department.

Each consultation will be preceded by an introductory letter from Professor Bedal to the above-named person, explaining the purpose of the study, a list of topics around which the interview will centre, and a request for an appointment with the official concerned. An offer will also be made in this introductory letter for an exchange of relevant information about guidance.

...2

January 18, 1978.

It is expected that a mechanism will be established to update guidance services information between Ontario and the other provinces and territories.

Upon completion, a copy of the research study will be forwarded to you.

I trust your Department will co-operate in this research endeavour, and I thank you for your interest.

Yours sincerely,

H. K. Fisher,
Assistant Deputy Minister,
Ontario Department of Education.

Appendix 6

Letter from Principal Investigator Seeking Cooperation from the Respondents for this Study and Requesting Appointment

Faculty of Education
University of Toronto
371 Bloor Street West, Toronto, Ontario
M5S 2R7

January 23, 1978

Mr. Mike Homenuk
Department of Education
2220 College Avenue
Parkview Place
Regina, Saskatchewan

Dear Mike:

As you may already know, I am doing a study of school guidance services in Canada. (An outline of this study is one of the enclosures with this letter.) Unlike the usual pencil and paper questionnaire type of research, this study is planned so that personal interviews will be used. To do this I plan to travel to each province and territory and interview in each case the person in the ministry/department of education most responsible for school guidance services. I understand that you are the person I should contact in Saskatchewan.

My schedule for Western Canada (weather permitting!) will take me into Regina from Monday evening, February 6th until late afternoon on Tuesday, February 7th. Would it be convenient please to have an appointment with you during that period and at some place acceptable to you (e.g. at your office or at my hotel). I hesitate to suggest arbitrarily the amount of time we might require for the purposes of this project. I would estimate that two hours might be adequate. At the same time, I can envisage a longer session if, as I hope, there will also be some opportunity for the informal sharing of information and thoughts about guidance in this country.

...2

A stamped self-addressed envelope and an appointment form are enclosed for your convenience in responding to my request for an appointment. Should you have any questions or suggestions about the appointment, please call me collect at

Should you have any materials (e.g. on aims, objectives and services) which originate with your office and which you think might be helpful for me to see prior to my proposed meeting, please forward same. These might save both of us some time.

Your personal consideration of this request will be very much appreciated.

Sincerely,

Carl L. Bedal
Professor
Counsellor Education Dept.

CLB:pt

Enclosures - appointment form
- outline of the study
- stamped self-addressed envelope

Interview Appointment Form

Date of Appointment: _____

Time: _____

Place: Room _____

Building _____

Street Address _____

Your Telephone Number _____

Your Name: _____

Please complete this and forward it to me in the enclosed envelope.

Thank you.

Carl Bedal

OUTLINE OF THE STUDY

Title: A study of school guidance services in Canada

Purpose of the Study:

To examine the aims, objectives, practices and the future of school guidance programs in each of the ten Canadian provinces, Yukon and the Northwest Territories.

Significance of this Study:

At a time when guidance seems to be seeking new directions in Canada a study of it would seem appropriate. The sharing of the results of this study, as is intended, should eventually enhance the quality of school guidance and counselling services in this country.

Methodology:

I plan to visit every province, Yukon and the Northwest Territories to consult in each case with the senior department of education official responsible for guidance services. Each consultation will have been preceded by an introductory letter explaining the purpose of the study, a list of topics around which the interview will centre, and a request for an appointment with the official concerned. An offer will be made at the time of each interview to arrange for an exchange of relevant information about guidance services. Furthermore, it is hoped that this information exchange could be up-dated from time to time.

Topics Around Which the Interview Will Centre:

Aims and Objectives of your Provincial Guidance Service
Guidance Services/Activities
Training and Certification of Guidance Counsellors
Relationships (e.g. between guidance counsellors and other helping professionals)
Your Viewpoint on Certain Guidance Issues (e.g. the use of paraprofessionals in guidance)
The Future of School Guidance

Completion Date of the Study:

March 31, 1978

Principal Researcher:

Carl L. Bedal
Professor of Counsellor Education
Faculty of Education
University of Toronto
371 Bloor Street West
Toronto, Ontario M5S 2R7 Phone collect:

Appendix 7

Interview Questions

AIMS & OBJECTIVES

(1) In what document(s) are the aims and objectives (goals) of your jurisdiction's guidance programs stated?

(2) To what degree are your current aims and objectives reflected in this document(s)?

(3) In what respects, if any, have the aims and objectives for your jurisdiction's guidance programs changed in the last two years?

(4) To what do you attribute this change?

(5) What procedures does your department use to ensure that the aims and objectives of the province's guidance programs are being met?

(6) What organizational structure within the department do you have in order to monitor the implementation of your aims and objectives?

GUIDANCE SERVICES

(1) To what extent should group activities be used to provide guidance services? Is this being reflected in practice?

(2) What provisions are made in your province's guidance programs for helping native and immigrant students?

(3) To what extent are guidance counsellors attempting to offer too many services?

(4) What part does the department play in the selection, generation and distribution of guidance information for students?

(5) What interest has your department in computerized information services as an aid to student decision-making?

(6) How does your department of education determine priorities for its school guidance services.

TRAINING & CERTIFICATION

(1) What regulations govern the qualifications of school guidance workers in your province?

(2) What institutions provide counsellor training in your province?

(3) What influence has your department of education over the training of counsellors?

(4) In your opinion, what is the general orientation of the counsellor training programs in your province?

(5) What is your reaction to a recent statement of the Minister of Employment and Immigration to the effect that interprovincial standards on the part of school counsellors might be necessary?

(6) In your opinion what input along guidance/counselling lines should teachers-in-training receive?

RELATIONSHIPS

(1) Between counsellors and teachers. To what extent are teachers in your jurisdiction expected to provide guidance/ counselling services to students?

(2) Between the department of education and the professional association for counsellors.
   (a) What is the relationship of the association to the department of education? (Areas of co-operation? Its ability to influence the department with regard to policy?)

   (b) To what degree do the counsellors' association conference topics reflect your priorities at the department level?

(3) Between school counsellors and other helping professionals. What areas of friction, if any, are developing between school counsellors and other helping professions:

- psychologists?

- private counsellors?

- psychometrists?

- Manpower counsellors?

- probation officers?

- Childrens' Aid?

- psychiatrists?

- school nurse?

- attendance counsellors?

(4) Between the department of education and other government agencies. What is the relationship between the department of education and the youth secretariat (or equivalent)?

VIEWPOINTS

(1) What responsibility do you believe counsellors have toward their own professional up-dating?

(2) What is your opinion on the behaviour of counsellors during work-to-rule periods or teacher strikes?

(3) What responsibility should counsellors assume in providing educational/vocational counselling for former students or community youth 14-24 years of age who seek these services?

(4) What responsibilities, if any, should counsellors take in the area of special education?

(5) In what way, if any, are national priorities related to the role of the school counsellor?

THE FUTURE OF SCHOOL GUIDANCE

(1) What effect will declining enrolments have on school guidance in your province?

(2) Would you comment please on trends in elementary school guidance in your jurisdiction?

(3) In your opinion, what aspects of guidance services offer the greatest promise for growth in the future?

(4) If the Canadian economy deteriorates further, what will be the effects of this on your jurisdiction's guidance programs?

(5) What do you foresee as trends in guidance certification in your jurisdiction?

Appendix 8

Questionnaire

Faculty of Education
University of Toronto
371 Bloor Street West, Toronto, Ontario
M5S 2R7

MEMO

TO:

FROM: Carl Bedal, Faculty of Education, University of Toronto

DATE: January 31, 1978

RE: Study of School Guidance Services in Canada

As I probably mentioned to you during our recent interview, it would be most helpful for the purposes of this study if you would complete this brief questionnaire and forward it to me (in the envelope provided) as soon as conveniently possible.

There are twenty-five questions in this questionnaire. Should you wish to comment on any questions, or expand on your answers, please do so using the back of the page where necessary.

Thank you for the additional time required for this questionnaire. I hope that the sharing of the results of this study will enhance the quality of school guidance and counselling services in Canada.

Your Name _____

Your Title _____

Province _____

QUESTIONNAIRE

(1) How many secondary school counsellors (full and part-time) do you have in your jurisdiction? _____

(2) How many elementary school counsellors (full and part-time) do you have in your jurisdiction? _____

(3) In addition to your responsibilities for guidance in your province, what other responsibilities, if any, do you have within the Ministry/Department of Education? (please list below and indicate percentage of time for each)

---------- _____%

---------- _____%

---------- _____%

(4) How many Ministry/Department officials (not counting yourself) have guidance responsibilities? _____

(5) What is the typical budget for guidance in a secondary school (excluding salaries) expressed in dollars/student? $_____

(6) If you consider the above budget inadequate, state what you consider would be adequate? $_____/student

(7) Are students required to pay for any guidance services or materials? _____

(8) If your answer to question #7 is yes, please identify the guidance services or materials which students are required to pay for:

_____

(9) From your viewpoint, what is the present priority in guidance in your province? _____

(10) Whose responsibility is the in-service training of guidance counsellors? _____

(11) Of all of the services provided by secondary school counsellors which one takes up the greatest amount of the counsellor's time?

_____

(12) Do you agree that this service (the one that takes the most time of counsellors) should take priority in your schools?

_____. If not, why not? _____

_____

(13) Do you differentiate between the terms "guidance" and "counselling"? _____. Which of these terms (or some other) best describes the services you are responsible for in your province? _____

_____

Is your preferred terminology reflected in the terminology used in the counsellor training institutions in your province?

_____

(14) Is there a trend toward career guidance in your province?

_____

(15) Have you a surplus of qualified counsellors in your province?

_____. Do you have unqualified counsellors in your schools? _____

(16) Is standardized testing considered a guidance task in your province? _____. If so, in your opinion, do counsellors have sufficient training to select, administer and interpret these tests? _____

(17) Work experience or work information programs. Do you foresee an expansion of these programs in the future? _____. What school person normally organizes and administers these programs? _____

(18) What school personnel, if any, take responsibility for these placement activities:

- summer employment _____
- part-time (evening and weekend) employment _____

  _____
- full-time employment for school leavers _____

  _____

(19) To provide adequate guidance services, what student counsellor ratio are you aiming for? _____. How close now do you come to meeting this ideal figure? _____

(20) Are regular in-school evaluations of guidance programs a regular occurrence? _____. If so, who has the responsibility for these evaluations? _____

(21) Would a national seminar of provincial directors of guidance be helpful to you in your work? _____. If so, what kind of format would you recommend for such a seminar?

_____

How might it best be organized and financed? _____

_____

What outcomes would you expect from such a seminar? _____

_____

(22) What publications of your department or of the provincial guidance association might be of interest to directors of guidance in the other provinces?

_____

_____

_____

Would you be prepared to forward, if requested, single copies of any of these publications to other provincial directors of guidance? _____

Would an on-going exchange of this kind of information between provincial directors of guidance be of interest to you? _____

(23) What would you identify as the current thrust of your provincial guidance association? _____

_____

(24) Should guidance services be made available to students during vacation periods? _____

(25) Do you agree, as some would suggest, that the high unemployment rate of youth in Canada could be reduced by more effective school guidance services? _____